

## **CHAPTER THREE**

### **HOUSING AND COMMUNITY DEVELOPMENT NEEDS**

#### **INTRODUCTION**

This chapter provides information about the housing and community development needs in Clark County, City of Vancouver and the smaller incorporated cities within the county.

The housing needs section includes a description of:

- The general housing and market inventory;
- Cost of housing;
- Housing needs of low and moderate-income persons, including persons with special needs;
- Public housing needs;
- Condition of the county's housing stock and lead-based paint hazards;
- Barriers to affordable housing and policies to address barriers; and
- Fair housing issues.

The community development needs section includes:

- A summary of county and city community development needs as described in the comprehensive plans prepared for the Growth Management planning process; and
- A description of needs by CDBG eligible-activities.

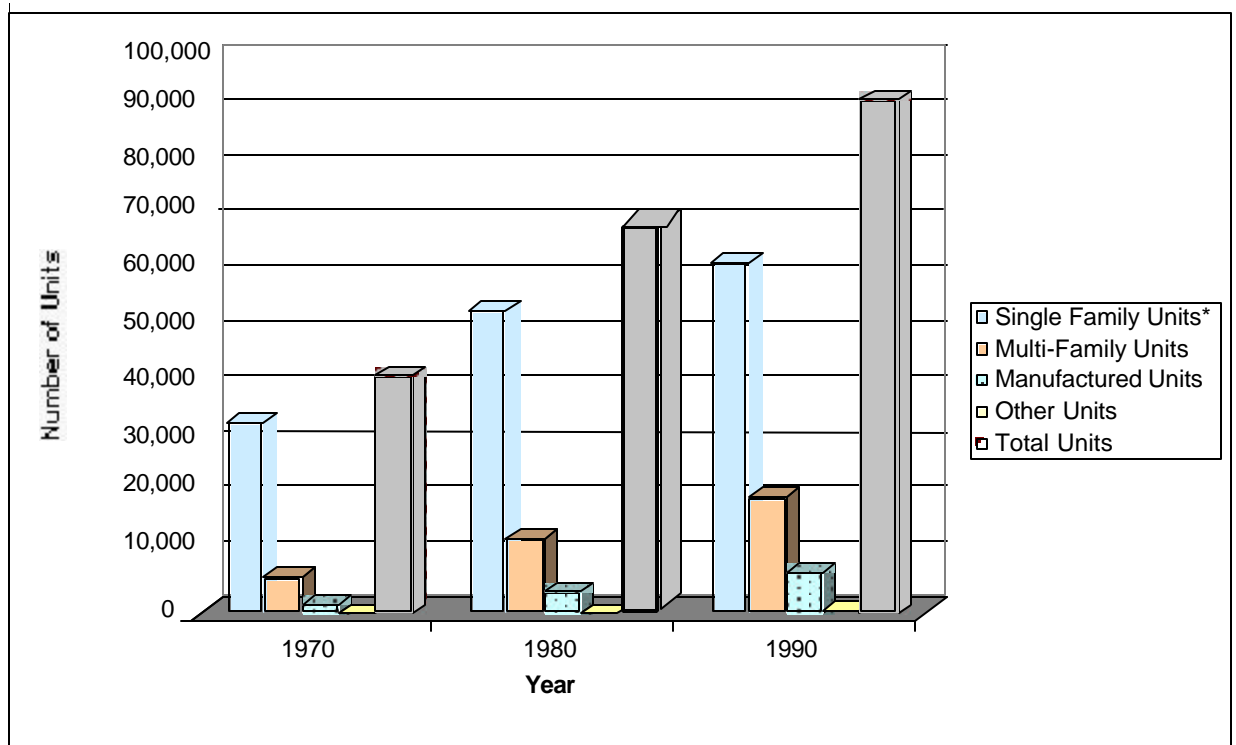
#### **HOUSING INVENTORY IN CLARK COUNTY**

##### **General Market and Inventory**

##### ***Housing Types***

The census provides the most complete data on the number and type of housing units. Using this data, Figure 4 illustrates the number of housing units in Clark County by type of unit for the period 1970 to 1990.

**FIGURE 4**  
**Housing Types in Clark County: 1970 – 1990**



Source: U.S. Census.

Notes: \* The term Single family is used to describe both attached and detached units.

The total number of houses increased by 54 percent between 1970 and 1990. At the beginning of the last decade, there were 92,849 units in the county's housing stock. Single family homes, including attached and detached units, comprised 69 percent of the total. The remaining units were 23 percent multi-family, 8 percent manufactured homes and 1 percent defined as "other".

Although the construction of single family houses far outpaced the other housing types, manufactured housing has shown a dramatic increase. This type of unit is a major source of affordable housing. Manufactured units are distinguished from "mobile homes" by their greater durability and immobility. The housing segments are constructed in a factory and brought to the site on a truck for permanent installation. Additionally, manufactured housing meets HUD standards, making it possible to get a loan to purchase a new manufactured home with a minimal downpayment. The buyer may also be able to purchase the home site on contract, with a small downpayment. This is a very attractive option for those with limited savings.

### ***Building Permit Activity***

The demand for housing in Clark County is reflected in the increased level of new housing construction during this decade. From 1990 to the Spring of 1999, a total of 9,527 multi-family and 29,444 single-family units were scheduled for construction. Table 19 shows this information on an annual basis and compares Clark County with the rest of the Metropolitan Region.

In 1991 and 1992, Clark County led the market for the Portland-Metropolitan region in both single and multi-family units, and in 1993 was second only to Washington County, Oregon in the construction of single-family units. In 1994, 1996 and 1997, Clark again issued more single family permits than any of the other three counties. By comparison, building permit activity elsewhere in the Portland Metropolitan Area grew at a much slower pace, and, in some cases, declined.

**TABLE 19**  
**New Construction Permit Activity**  
**Portland-Metropolitan Region: 1990 - 1999**

	<b>1990</b>		<b>1991</b>		<b>1992</b>		<b>1993</b>		<b>1994</b>	
<b>County</b>	<b>SF</b>	<b>MF</b>	<b>SF</b>	<b>MF</b>	<b>SF</b>	<b>MF</b>	<b>SF</b>	<b>MF</b>	<b>SF</b>	<b>MF</b>
Clark	2,637	1,214	2,193	543	2,924	1,037	3,190	856	3,883	1,432
Clackamas	1,720	1,636	1,473	713	1,536	327	1,849	493	1,898	1,105
Multnomah	1,259	1,342	1,345	731	1,478	821	1,535	730	1,607	884
Washington	2,694	2,371	2,110	516	2,828	327	3,277	703	3,146	1,933

	<b>1995</b>		<b>1996</b>		<b>1997</b>		<b>1998</b>		<b>1999*</b>	
<b>County</b>	<b>SF</b>	<b>MF</b>	<b>SF</b>	<b>MF</b>	<b>SF</b>	<b>MF</b>	<b>SF</b>	<b>MF</b>	<b>SF</b>	<b>MF</b>
Clark	3,025	872	3,615	929	3,504	1,385	3,328	1,024	1,145	235
Clackamas	1,611	1,347	1,960	1,019	1,938	1,123	1,787	776	668	386
Multnomah	868	554	1,947	3,062	1,669	2,662	1,679	2,325	537	485
Washington	3,689	3,355	3,310	2,540	3,433	2,855	3,661	2,227	1,199	240

Source: The McGregor Millette Report, Spring/Summer 1999.

Notes: SF - Single-Family; MF - Multi-Family; \* Permit data through April 1999.

## ***Housing Tenure***

Table 20 shows the trends in housing tenure over time. The first three columns are based on census data, which indicates that the ratio of owner to renter occupied units has shifted slightly, more than 5 percent during the period from 1970 to 1990. Nine years later,

homeownership has hit an all-time high nationally at 66 percent. Locally, a 1998 survey conducted for the Washington State office of Financial Management indicates that the State is outpacing the nation at nearly 68 percent homeownership. The same survey showed homeownership at 70.9 percent for Clark County.

1998 estimates are based on the following assumptions:

- the number of units can be established by adding the construction permits to the 1990 total;
- 5 percent of the total units were vacant; and
- the 1970 – 1990 trend toward an increasing percentage of rental units has continued.

**TABLE 20**  
**Housing Tenure In Clark County: 1970, 1980, 1990 & 1998**

<b>Housing Tenure</b>	<b>1970</b>	<b>1980</b>	<b>1990</b>	<b>1998<sup>1</sup></b>
Total Housing Units	42,831	72,652	92,849	102,141*
Vacant Units	1,767 (4.12%)	3,902 (5.37%)	4,409 (4.75%)	5,108** (5.0%)
Occupied Units	41,064	68,750	88,440	97,033**
Owner-Occupied Units	28,619	46,350	56,872	60,160***
Renter Occupied Units	12,445	22,400	31,568	36,873***

Source: 1990 U.S. Census.

Notes: \* Estimated using construction permits issued.

\*\* Estimated using a 5 percent vacancy rate.

\*\*\*Assumes a continuation of the trend of an increasing proportion of renter occupied housing.

<sup>1</sup> OFM 1998 survey showed Clark County home ownership at 70.9 percent.

The census provides further detail on the types of housing units occupied in 1990. At that time, single family units had only a 3 percent vacancy rate and were 78 percent owner-occupied. The remaining 19 percent were rental units. Nearly one quarter of the county's total housing units were multifamily and 9 percent were vacant. Four percent of the occupied multifamily units were owner occupied and 86 percent were renter-occupied.

Mobile and manufactured homes made up 8 percent of all county housing in 1990 and 95 percent of these were occupied. At 80 percent, this type of housing had the highest owner occupancy rate, while the remaining 15 percent of the units were renter-occupied.

## ***Income and Affordability of Housing***

Although lenders, builders, housing advocates, and citizens may have somewhat different definitions of affordable housing, all have recognized that the relationship of household income to housing prices is the primary factor in securing adequate housing. The national standard for describing affordability is shelter and utilities that cost no more than 30 percent of a household's gross income.

The dollar amounts that define extremely low, low, moderate and middle-income households have been established by HUD and are revised annually. **In the Portland-Vancouver area, the median family income for 1999 is \$52,400 for a four-person family.** This figure is used to determine the gross income ranges for each group. An extremely low-income household has an income between 0 percent and 30 percent of this median. An income in the range of 31 percent to 50 percent of median defines a low-income household. At the moderate level, a household has between 51 percent and 80 percent of median. Middle income households are at 81 percent to 95 percent of median.

Table 21 displays the maximum HUD eligibility gross income by the number of persons in a household, followed by Table 22, which provides this information, by income group.

**TABLE 21**  
**Median Family Income Guidelines: 1999**

<b>Persons in Household</b>	<b>30% of Median</b>	<b>50% of Median</b>	<b>60% of Median</b>	<b>80% of Median</b>	<b>100% of Median</b>
1	\$11,000	\$18,350	\$22,000	\$29,350	\$36,700
2	\$12,600	\$20,950	\$25,150	\$33,550	\$41,900
3	\$14,150	\$23,600	\$28,300	\$37,750	\$47,150
4	\$15,700	\$26,200	\$31,450	\$41,900	<b>\$52,400</b>
5	\$17,000	\$28,300	\$33,950	\$45,250	\$56,600
6	\$18,250	\$30,400	\$36,450	\$48,650	\$60,800
7	\$19,500	\$32,500	\$39,000	\$52,000	\$65,000
8+	\$20,750	\$34,600	\$41,500	\$55,350	\$69,150

Source: U.S. Housing & Urban Development, Portland-Vancouver Area Median Income as of December 31, 1998.

Notes: Figures are rounded to the nearest \$50.

**TABLE 22**

### Maximum Income for a Family of Four by Income Group: 1999

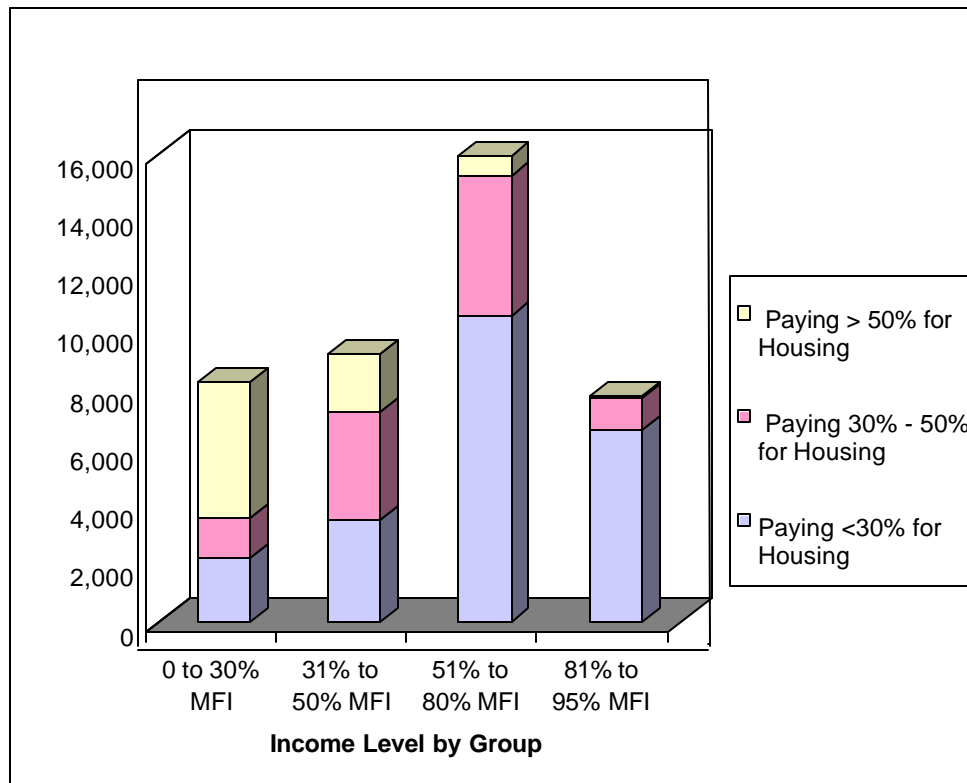
Income Group	Percent of Median Family Income	Maximum Monthly Household Income	Maximum Annual Household Income*
Extremely Low-Income	0% - 30%	\$1,308	\$15,700
Low-Income	31% - 50%	\$2,183	\$26,200
Moderate-Income	51% - 80%	\$3,492	\$41,900
Middle Income	81% - 95%	\$4,150	\$49,800

Source: U.S. Department of Housing Urban Development Portland-Vancouver Area Median Income as of December 31, 1998.

Notes: \*Based on four person households.

The most current data regarding the *number* of households in each income group is based on the 1990 Census. Figure 5 uses this information in combination with the HUD income levels to determine the percentage of households paying cost burdens in excess of 30 percent for shelter in 1990. It is clear that households with incomes below area median were likely to pay more than 30 percent of that income for housing.

**FIGURE 5**  
**Households by Percent Paid for Housing: 1990**



Source: U.S. Census.

## ***New and Existing Home Sales Prices***

When considering homeownership affordability, the H&CD Plan uses the common standard that a house should not cost more than two and one half times the gross household income. Based on this definition, a four-person household earning the 1999 median family income of \$52,400 could afford a house costing no more than \$131,000. According to the *Columbian* newspaper, in March 2000, the average three bedroom home is selling for \$146,000 which is an increase from \$142,900 in 1999. The average cost is 10 percent higher than the area median income family can afford.

The purchase of a home also involves prevailing interest rates and the amount necessary for a down payment. The National Association of Home Builders creates its “housing opportunity index” by using a weighted average of adjustable and fixed mortgage rates, which was 6.95 percent for the first quarter of 1999, and a down payment of 10 percent. For a house costing \$131,000, the down payment would be \$13,100. Assuming a 30-year mortgage and a 6.95 percent interest rate, monthly payments would be \$780, not including property taxes and insurance.

In reality, the costs described above are viewed with incredulity by low and moderate-income persons who, as a practical measure, can neither save nor raise the necessary down payment costs. Similarly, these households generally view a monthly payment of over \$700 as an impossibility, especially considering other monthly costs such as transportation, day care, health care, and food and clothing. Their necessities consume a greater percentage of their incomes than the proportion needed by higher income households. Low and moderate-income families are vulnerable, since they generally have few savings and their jobs are the ones most likely to be terminated in hard economic times. If overextended by housing costs, these households stand to lose everything in the event of unemployment or a household crisis, such as an injury or extended illness.

Housing affordability in Clark County has become a significant problem in recent years. While housing prices may still be more affordable than those in the Portland region, low and moderate-income people in the area are finding it difficult to locate housing they can afford.

As Table 23 indicates, housing prices are rising. Existing homes have held their value and consistently increased in price annually since 1989. The median price in 1998 was more than double the price nine years earlier. This is likely due to a greater demand for existing homes, which, on average, have been more affordable than new structures.

In 1992 and again in 1996, prices for new homes faltered and dropped. However, the sale prices have risen over the last ten years from a median of \$93,023 to \$146,038.

**TABLE 23**  
**Single Family Home Median Sale Prices in Clark County: 1989 - 1998**

Year	New Construction Median Sale Price	Percent Change	Existing Homes Median Sale Price	Percent Change
1989	\$93,023	---	\$64,500	---
1990	\$107,700	15.8%	\$74,500	15.5%
1991	\$116,350	8.0%	\$83,500	12.1%
1992	\$108,625	- 6.6%	\$93,250	11.7%
1993	\$119,890	10.4%	\$101,408	8.7%
1994	\$124,900	4.2%	\$111,000	9.5%
1995	\$132,000	5.7%	\$118,500	6.8%
1996	\$131,000	- 1.0%	\$125,000	6.0%
1997	\$136,535	4.2%	\$132,000	5.6%
1998	\$146,038	7.0%	\$137,500	4.0%

Source: Clark County Real Estats.

Using information presented earlier, Table 24 contrasts the median income for a family of four and the housing costs that would be affordable for them, with the median sale price of both new and existing house and the average sales price since 1990. Affordability is established at two and one half times the gross income.

**TABLE 24**  
**Family Income and Housing Prices in Clark County: 1990 - 1998**

	1990	1991	1992	1993	1994	1995	1996	1997	1998
Median Income	\$35,000	37,200	37,500	39,900	42,300	42,700	44,400	46,300	49,600
Affordability	\$87,500	93,000	93,750	99,750	105,750	106,750	111,000	115,750	124,000
Average Sale Price of Homes	\$92,087	102,148	112,003	121,712	129,724	136,813	142,720	150,745	158,722
Median Price Existing Home	\$74,500	83,500	93,250	101,408	111,000	118,500	125,000	132,000	137,500
Median Price New Home	\$107,700	116,350	108,625	119,890	124,900	131,953	131,000	136,535	146,038

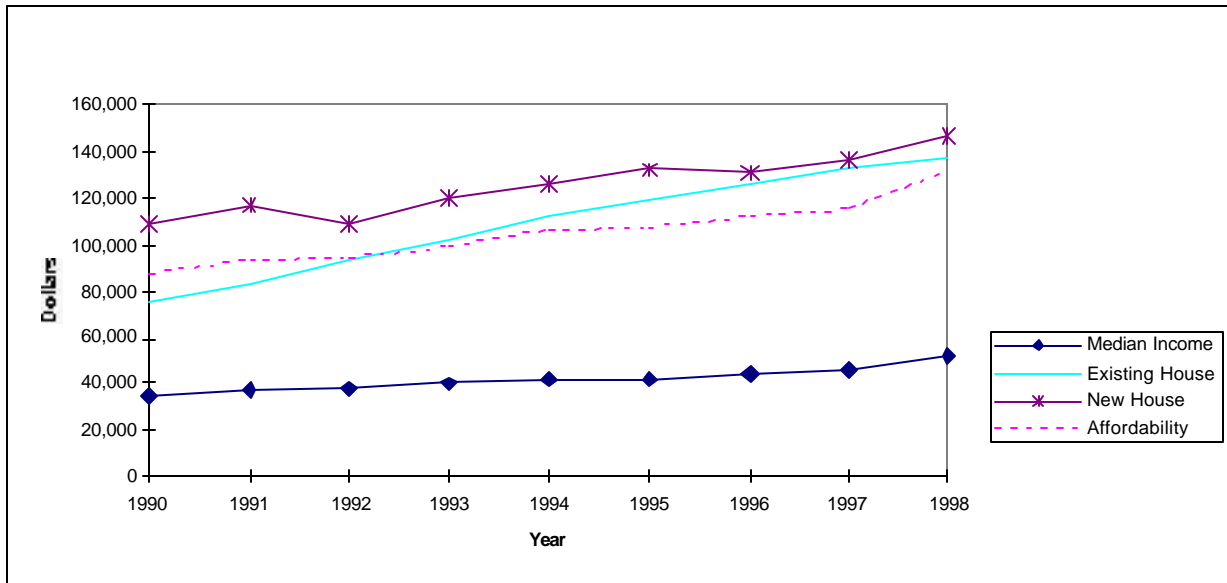
Sources: Clark County Real Estates; US Department of Housing and Urban Development.

Figure 6 shows the relationship between the median family income and the median price of a new and existing house over the last eight years. The affordability line is based on the assumption that a family can purchase a house valued at up to two and one half times the gross family income. Since 1990 new houses have not been affordable to families at the median income level. In 1993 the price of existing ("pre-owned") homes also rose above the affordability point.

**FIGURE 6**



**Clark County Median Income vs. Median Price of Single Family Homes**



Notes: Affordability is 2.5 times the Median Family Income.

### ***Homeownership Affordability***

Social service providers, experts from financial institutions, and housing advocates working with low income homebuyers all agree that the greatest barriers to purchase are the savings necessary for down payment and closing costs, even if the income is sufficient to afford the monthly mortgage costs. When evaluating affordability of homeownership, these costs must be considered along with the monthly mortgage, insurance and taxes, and then evaluated with other expenses such as health care, childcare and transportation.

*Without significant subsidy, homeownership is not affordable for households with incomes at or below 50 percent of median income.*

### ***Rental Housing***

Rental costs in Clark County are also steadily increasing. Table 25 summarizes the average cost of all one, two and three bedroom rentals in the Vancouver area between 1987 and 1998, as well as the percent vacant. A vacancy rate of 5 percent is considered “healthy” as this number drops, housing becomes more difficult to find and rents may rise. Alternatively, an increase in vacancy rates can result in rent reductions in the market segments most affected, for example, units constructed after 1990. Such reductions may not benefit lower income households since the market segment they are able to afford (i.e. units built before 1979) are less likely to experience high vacancy rates.

**TABLE 25**

### Average Rents in Vancouver Area: 1989 - 1999

Year	1 Bdrm.	2 Bdrm.	3 Bdrm.	% Vacant
1989	\$368	\$405	\$393	3.9%
1990	\$330	\$408	\$422	4.4%
1991	\$406	\$449	\$493	5.3%
1992	\$428	\$470	\$551	5.7%
1993	\$442	\$500	\$539	4.8%
1994	\$450	\$507	\$548	5.9%
1995	\$513	\$528	\$742	4.5%
1996	\$543	\$555	\$748	5.5%
1997	\$559	\$569	\$755	5.0%
1998	\$531	\$573	\$756	6.2%
1999	\$542	\$577	\$793	5.5%

Sources: Apartment Data Center Rental Survey, 1994; The McGregor Millette Report, 1995 – 2000.

Notes: 1998 and 1999 units include 1 bdrm/1bath, 2bdrm/1bath, and 3bdrm/2bath. Vacancy is the average of vacancies for all three-unit types.

The average one bedroom/one bath unit in the Vancouver area now rents for an average of \$542 per month. At the same time, new units came on line, leading to increasing vacancy rates and lower rents for the new apartments.

The rent on two bedroom units has risen, indicating a greater demand for this size of apartment. Three bedroom units rent has increased in the last year, due to a lower vacancy rate for this type of housing. Some families may be crowding into smaller units by using the living room as a sleeping area, in order to save money.

Generally, households earning less than 50 percent of the median income can afford a one or two bedroom apartment in Vancouver by paying more than 30 percent of their income for housing. However, a two-bedroom apartment may not be large enough for a four-person household, while a three-bedroom apartment is not affordable. In this case, low-income households are likely to rent older units, which are less expensive but harder to find.

Persons on fixed incomes or with special needs also have difficulty finding affordable rental units. Many persons with disabilities, for example, rely solely on public assistance such as Supplemental Security Income (SSI). In 1999, the average SSI monthly assistance payment in Clark County was \$506 for an individual. An affordable rental unit to a person receiving SSI would be \$152 (30 percent of income). There are few, if any, rental units in standard physical condition available for this price in Clark County. An additional barrier is created

by the many landlords who require applicants to have an income equal to three times the monthly rent.

***In summary, rents in are generally affordable to households earning more than 50 percent of the median income. Households in very low-income categories or persons with special needs or on fixed incomes are less likely to find an affordable rental unit in Clark County.***

Figure 7  
Affordability Gap for Family of Four Renting

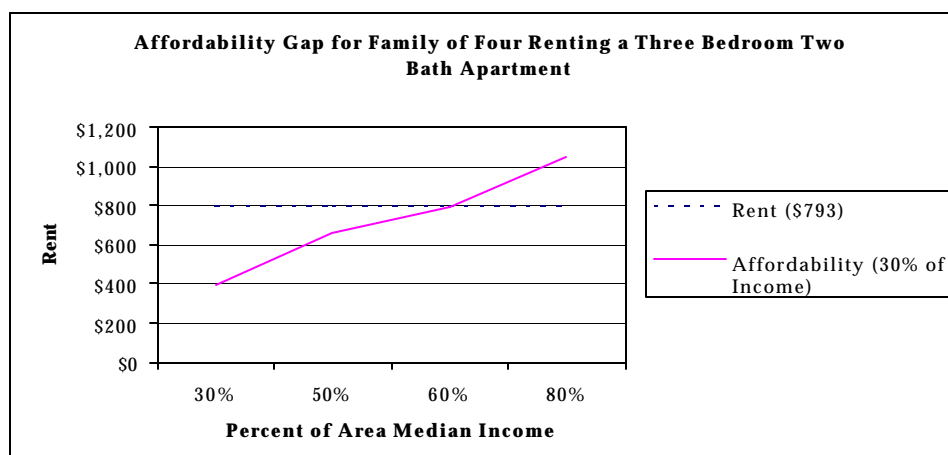


Figure 7 shows that a family of four will pay more than 30 percent of their income for a three bedroom two bath apartment until their income reaches 61 percent of the area median income. A family of four at the 30 percent of median income has a rent deficit of \$401. A family of four at 50 percent of the median income would pay 36 percent (rent deficit of \$138) of their income for housing.

### The Affordability Gap

There is a significant gap between what low-income households can afford to pay for housing and the average rent level. Single person households on public assistance or disability assistance have an annual income of \$6,078, which is approximately 17 percent of median, and face an affordability gap of \$379 per month. A family of three with an income at 50 percent of median (\$23,600) could afford to pay \$590 in rent, while the average rent for a two-bedroom apartment is \$577 per month.

Average rent levels and mortgage payments for affordable housing by household at different income levels are shown in Figures 8 and 9, respectively.

**Figure 8**  
**The Housing Continuum in Clark County – The Rental Market**

Public Sector		Public Sector/Non-Profits		Tax Credits	GAP	Private Market
Annual Income & Percent of Median	0%	30%	50%	60%	80%	115%
1- Person Household*	\$0	\$11,010 or about \$6.05/hour	\$18,350 or about \$8.82/hour	\$22,020 or about \$10.59/hour	\$29,360 or about \$14.12/hour	\$42,205 or about \$20.29/hour
3- Person Household *	\$0	\$14,160 or about \$6.81/hour	\$23,600 or about \$11.35/hour	\$28,320 or about \$13.62/hour	\$37,760 or about \$18.15/hour	\$54,280 or about \$26.10/hour
Affordable Monthly Payment for Rent and Utilities (30% of Income)						
1- Person Household						
30% of income	\$0	\$275	\$459	\$551	\$734	\$1055
Average 1- bedroom apt. **	\$531	\$531	\$531	\$531	\$531	\$531
Utilities for 1-BR apt. **	\$54	\$54	\$54	\$54	\$54	\$54
Affordability (GAP)	- \$585	- \$310	- \$126	- \$34	+ \$149	+ \$470
3- Person Household						
30% of income	\$0	\$354	\$590	\$708	\$944	\$1357
Average 2-bedroom apt. **	\$634	\$634	\$634	\$634	\$634	\$634
Utilities for 2-BR apt. **	\$72	\$72	\$72	\$72	\$72	\$72
Affordability (GAP)	- \$706	- \$352	- \$116	+ \$2	+ \$238	+ \$651
Housing Options	No ability to pay rent. Extremely limited options. Options include: Homelessness, emergency shelter, transitional housing. Household may be eligible for AFDC, SSI, etc.	Some ability to pay rent. Options include substandard housing with cheap rent; doubling up with another household; emergency shelter, transitional housing program.	Sufficient income to rent modest unit but may be smaller than needed. Unless considerable subsidy is available household is not likely to be able to afford ownership.	May be able to afford average cost apartment. Unless considerable subsidy is available household is not like to afford ownership.	Can afford average cost apartment. Some home ownership assistance necessary to purchase single family home.	Can afford average cost apartment. Able to purchase average existing home, but may have difficulty affording a new home.

\* Based on HUD 1998 Income Guidelines for Clark County

\*\* Average rents are based on The McGregor Millatt Report for 1998

**Figure 9**  
**The Housing Continuum in Clark County – The Homeowner Market**

<div>Public Sector</div>							<div>Public Sector/Non-Profits</div>	<div>Tax Credits</div>	<div>GAP</div>	<div>Private Market</div>
Annual Income & % of Median	0%	30%	50%	60%	80%	115%				
1- Person Household*	\$0	\$11,010 or about \$6.05/hour	\$18,350 or about \$8.82/hour	\$22,020 or about \$10.59/hour	\$29,360 or about \$14.12/hour	\$42,205 or about \$20.29/hour				
3- Person Household *	\$0	\$14,160 or about \$6.81/hour	\$23,600 or about \$11.35/hour	\$28,320 or about \$13.62/hour	\$37,760 or about \$18.15/hour	\$54,280 or about \$26.10/hour				
Affordable Monthly Payment for Homeownership										
2- Person Household										
Based on median cost of <u>existing</u> Home for sale (\$137,500)	\$6,875									
5% Downpayment										
30% of income **	\$0	\$354	\$590	\$708	\$944	\$1,357				
Monthly mortgage payments ***	<u>\$1,088</u>	<u>\$1,088</u>	<u>\$1,088</u>	<u>\$1,088</u>	<u>\$1,088</u>	<u>\$1,088</u>				
Affordability (Gap)	- \$1,088	- \$734	- \$498	- \$380	- \$144	+ \$269				
3- Person Household										
Based on median cost of <u>new</u> Home for sale (\$146,038)	\$7,302									
5% Downpayment										
30% of income **	\$0	\$354	\$590	\$708	\$944	\$1357				
Monthly mortgage payments ***	<u>\$1,145</u>	<u>\$1,145</u>	<u>\$1,145</u>	<u>\$1,145</u>	<u>\$1,145</u>	<u>\$1,145</u>				
Affordability (Gap)	- \$1,145	- \$791	- \$555	- \$437	- \$201	+ \$212				
Housing Options	No ability to become a homeowner.	No ability to become a homeowner.	A deep subsidy is needed for homeownership.	A subsidy is needed for homeownership of existing home; a deep subsidy is needed for new.	Ownership of existing starter home is almost possible with conventional financing; ownership of new homes not achievable.	Homeownership is achievable.				

\* Sales data as reported by Real Estats. 1998

\*\* Based on HUD 1998 Income Guidelines for Clark County; assumes 30% of income for mortgage payment, taxes & insurance (PITI)

\*\*\* Calculated at 7.5% for 30 years

## Affordability Summary

Persons with low and moderate incomes include a diverse group, many of whom have full-time employment and more than one wage earner in the family. Yet even under these conditions, finding housing that is affordable has become a challenge. For a variety of reasons, the private market is not providing units that are affordable to low income households. Real estate analysts predict that in the coming years the more "affordable" housing may be in other areas, such as Cowlitz County.

Although income and housing costs are two primary factors in assessing housing affordability, the *availability* of units is also a key component. In Clark County, affordable rental and homeownership opportunities are shrinking.

Smaller units are more affordable to those with low and moderate incomes; however, families need at least two bedrooms. Older units built before 1979 have lower rents but are difficult to locate. The Clark County vacancy rate for an older two-bedroom apartment is 2.2 percent, compared with a vacancy rate of almost 7.3 percent for units built between 1980 and 1990.

Table 26 provides a summary of housing affordability for county residents in very low, low, and moderate-income groups.

**TABLE 26**  
**Clark County Affordability Summary: 1999**

	<b>Very Low Income (30% of Median)</b>	<b>Low Income (50% of Median)</b>	<b>Moderate Income (80% of Median)</b>	<b>Middle Income (95% of Median)</b>
Family of Four Income	\$15,700	\$26,200	\$41,900	\$49,780
Maximum Affordable Rent Payment	\$392	\$655	\$1,048	\$1,244
Affordable House Price	\$30,943	\$69,602	\$127,591	\$156,585
Down payment (10%)	\$3,094	\$6,960	\$12,759	\$15,658
Monthly Payments*	\$210	\$472	\$865	\$1,061
Number of "pre-owned" homes sold in affordable price range	167 sold in \$20,000-\$80,000 range (3% of total)	167 sold in \$20,000-\$80,000 range (3% of total)	403 sold in \$100,000-\$110,000 range (8% of total)	653 sold in \$120,000-\$130,000 range (13% of total)
Number of new houses sold in affordable price range in 1998**	0 sold in \$20,000-\$80,000 range (0% of total)	0 sold in \$20,000-\$80,000 range (0% of total)	136 sold in \$100,000-\$110,000 range (5% of total)	403 sold in \$120,000-\$130,000 range (15% of total)

Sources: Clark County Real Estates.

Notes: \*Based on a 30-year mortgage at 8.275 percent interest, does not include insurance or taxes.

\*\* Assumes that the houses sold in each price range are equally distributed within the range.

For very low and low income households the affordable price range is the same (\$20,000 to \$80,000) and only 3 percent of the pre-owned homes sold in 1998 were in this range. People earning less than half of the area median could not afford to buy any of the new homes on the market.

Only 5 percent of the new homes and 8 percent of pre-owned houses sold were affordable to households earning 80 percent of area median. The number of new houses sold which were affordable to these families has decreased by 33 percent since 1997.

Realtors indicate that many of the houses in price ranges affordable to low and moderate income groups are in substandard condition and could not qualify for financing. Combined with the lack of savings or resources for down payment and closing costs, low and moderate-income households have a difficult time purchasing a home.

The importance of savings for the purchase of a home is illustrated by The Family Self Sufficiency (FSS) Program operated by the Vancouver Housing Authority (VHA). Public housing residents participating in FSS begin earning enough income to warrant an increase in their rent. However, they can choose to put the added rent payments into an interest bearing escrow account. These savings are available to them when they successfully meet their self-sufficiency goals and can move out of public housing. The account can become the down payment for purchasing a home.

## **Subsidized Housing Inventory**

### ***Evergreen Habitat for Humanity***

Formed in 1991 Evergreen Habitat for Humanity has made significant contributions to eliminating substandard housing in Clark County. Receiving donated land from Clark County and working with a largely volunteer labor force, this group has completed construction on nine family homes and have begun working on an additional four homes.

### ***Mixed Income/ Workforce Housing***

Purchased through tax-exempt revenue bonds and low-income housing tax credits, these apartment developments are an excellent example of public/private partnerships. Bonds are sold to investors through private sector financial institutions and the properties are typically managed by private sector property management firms.

With 1,068 units in operation and another 376 units under construction, this is the fastest growing segment of the Vancouver Housing Authority portfolio. At least 51 percent of the units funded with tax exempt bonds must be rented to households at or below 80 percent of area median income. All of the units funded with tax credits must be rented to households at

or below 60 percent of median. As the debt is retired, net revenue becomes a source of funds for very low income and special needs housing programs.



## ***Emergency Shelter and Transitional Services***

For the past decade, the VHA has worked closely with the Council for the Homeless, Clark County Community Services and local service providers to create a network of housing and services for homeless people. In the case of the emergency shelters, the VHA acts as property manager and the local nonprofit service providers operate programs.

There are six emergency shelters in the community; four of which are owned by the VHA, (Valley Homestead, Inn at the Orchard, YWCA SafeChoice and Oak Bridge Shelter). The SHARE house and Open House Ministries are owned by two different local non-profits. The over 200 beds available at the shelters are accessed through one point, the Emergency Shelter Clearinghouse.

The community hosts a variety of transitional housing with services including over 50 beds and 25 apartments operated by Open House Ministries; housing for 36 families operated by the VHA and local service providers; and 94 apartments in the new Central Park Place.

Central Park Place opened in August 1999, providing a combination of single room occupancy units and studios with 94 units for transitional housing and 30 units for permanent housing. The 124-unit project represents the first time in the nation that housing on Veterans Affairs property is available for both veterans and non-veterans alike.

The community also hosts a few other transitional housing options offered by private citizens, churches and non-profits.

A key provider for emergency needs, and basic and essential services is the Clark County Community Action Program. The Community Action Program receives money from federal, state and local funding sources. The Human Services Fund, a Clark County/City of Vancouver coordinated fund, Community Services Block Grant, Emergency Food and Shelter program, Emergency Shelter Grant and Emergency Shelter/Housing Assistance Program are a few of the programs that the Community Action Program coordinates the planning and administration of. These various funding sources provide emergency assistance as well as programs that increase self-sufficiency of low-income persons. Emergency shelter, energy assistance, homelessness prevention through rent/mortgage assistance and case management, child care, health and dental care, access to services and family services are all areas provided funding. Fund allocation is determined by various planning groups such as the Community Action Advisory Board, the Human Services Review Committee and local service providers. The Community Action Program provided over \$1,800,000 dollars to 18 different agencies in 1999; however, the demand for services far exceeds the dollars available. The energy assistance program serves only 17 percent of those requesting assistance. Fifty percent of persons seeking emergency shelter are turned away and demand for other programs exceeds available funding.

## ***Public Housing***

Using federal subsidies, public housing provides the greatest safety net for people who are elderly, disabled and/or low income. Rents are capped at approximately 30 percent of household income and the remainder paid by the federal government. The subsidy makes the rent affordable and allows residents to focus on education, employment and health issues.

In Clark County, low rent public housing is owned and operated by the VHA. The Low Rent Public Housing Program serves 306 households in five apartment complexes. Another 269 units are located on scattered sites. With Section 8 New Construction funds, VHA provides 152 apartments in one high rise and 52 single-family homes. VHA also manages 125 units of housing that are owned by Columbia Nonprofit, with an additional 45 units under development.

The need for subsidized housing which includes public housing and Section 8 vouchers, continues to exceed the demand. In April of 1999 the VHA switched from paper applications to electronic requests to be added on the waiting list of Section 8 or public funded housing. As of April 2000, there are a total of approximately 4400 families needing housing on the VHA list. Local service providers report that their clients easily wait over five years for public housing.

Table 27 shows the inventory of all housing resources supported by federal programs, including the units owned and/or managed by the VHA.

**TABLE 27**  
**Total Assisted Housing Resources in Clark County: as of October 1, 1999**

<b>Program</b>	<b># of units</b>	<b># of Applications</b>	<b># of people on waiting list</b>
<b>FEDERALLY SUBSIDIZED HOUSING</b>			
Low Rent Public Housing	575	2,400	4,900
Section 8 Vouchers	1,410	2,950	6,000
Section 8 New Construction	202		NA
Moderate Rehabilitation	57		
Nonprofit owned, managed by VHA	170*		NA
Section 221(d)(3) with Section 8	124		
Section 231 with Section 8	166		
Section 202	269		455
Section 236	88		223
<b>WORKFORCE HOUSING</b>			
Willow Creek, Fishers Mill, Meadow Brook, Parklane, Maple Knoll, Somerview, Cougar Creek, Springbook and Orchard Glen	1534*		
<b>SPECIAL NEEDS HOUSING</b>			
FT. Vancouver Apts., Cascade Terrace, St. James House, CARE House, SRO, VHA Assisted Living, YW Housing, Covington Commons	100*		
<b>SHELTER &amp; TRANSITIONAL SERVICES</b>			
SafeChoice Shelter, Oak Bridge Youth Shelter, Inn at the Orchard, Valley Homestead, Pinewood & Central Park Place, Open house ministries.	289		
<b>HOME OWNERSHIP PROGRAMS</b>	312		
<b>FARMERS HOME ADMINISTRATION</b>	183		NA
<b>ALL PROGRAMS</b>	<b>5,479</b>		NA**

Source: Vancouver Housing Authority staff and 1999 VHA Annual Report

Notes: Not all units may be assisted housing; in some buildings only a portion of the units are for low and moderate-income persons

\*Includes units under construction

\*\* An unduplicated total is not known, since many persons who are on the list for public housing units are also on the list for Section 8 units

## **Condition and Accessibility of Public Housing Units**

The physical needs of public housing units are described in the Vancouver Housing Authority's 1999-2003 Comprehensive Grant Program Five-Year Action Plan.

Improvements are targeted toward Skyline Crest, Van Vista Plaza, and units on scattered sites throughout the County. Improvements include siding, seismic upgrading, kitchen and bath renovations, roofing, vinyl windows, flooring, furnace replacement, smoke detector upgrades. All units built before 1978, which are owned by VHA, have been tested for lead-based paint hazards.

As a result of the 1990 needs assessment for accessible units the VHA now has 575 of their units accessible to persons with disabilities. Specifically, twenty-two units are accessible to persons with mobility, vision and hearing impairments; three units are modified specifically for persons with vision limitations and seventeen units for people with a hearing disability; one unit meets the needs of both mobility and vision limitations and another one meets mobility and hearing loss; six units are accessible for those with limited mobility.

## **Self-Sufficiency Programs for Persons in Public or Assisted Housing**

In 1990, the Family Self-Sufficiency Program (FSS) was created by the National Affordable Housing Act. It authorizes public housing authorities to use housing assistance together with public and private resources to provide supportive services, and to enable families to achieve economic independence and self-sufficiency.

As part of this program, the VHA was awarded 33 Section 8 certificates<sup>5</sup> and 5 public housing units for the FSS program in June 1992.

FSS has now been combined with the Moving to Work program and 1,100 families will be participating. Those in the program include current VHA public housing and Section 8 voucher residents. These participants work with case managers who coordinate services including job training, education, parenting, counseling, childcare, and transportation.

A Program Advisory Committee assists the VHA in securing commitments of public and private resources for the operation of the Moving to Work program. This committee consists of representatives from the Department of Social and Health Services, Clark County Residents Council, Columbia River Mental Health, Columbia Legal Service, Key Property Services and the Human Services Council.

Their operation of the FSS program resulted in the VHA being selected by HUD for the Secretary's Best Practices Award of Excellence in 1999.

---

<sup>5</sup> The Section 8 Certificate program has been altered and the support is now provided in the form of vouchers

## HOUSING NEEDS IN CLARK COUNTY

Information regarding the number of households in need of subsidized housing is based upon 1990 census data. Since the areas' housing costs have risen more rapidly than median income, it is reasonable to assume that the need is even greater now. VHA provided the current number of households residing in assisted housing that is owned or managed by the agency.

- **Very-Low Income Households (0 percent to 30 percent of area median):**

11,038 very low-income households in Clark County were in need of rent assistance in 1990; 2,261 households with incomes of 0 to 30 percent of median are now living in an assisted unit provided by VHA. Approximately 20 percent of the 1990 rent assistance needs of extremely low-income households are being met at this time.

- **Low Income (31 percent to 50 percent of median):**

- Elderly Households: 2,195 low income elderly households in Clark County were in need of rent assistance in 1990; 1,094 elderly households with incomes between 31 to 50 percent of median are now living in an assisted unit provided by VHA. Approximately 50 percent of the 1990 rent assistance needs of this group are now being met.
- Small (2-4 members) Related Households: 4,430 very low income small related households in Clark County were in need of rent assistance in 1990; 1,277 of these households are now living in an assisted unit provided by VHA. Approximately 29 percent of the 1990 rent assistance needs of this group are now being met.
- Large (more than 5 members) Related Households: 1,150 very low income large related households in Clark County were in need of rent assistance in 1990; 323 of these households are now living in an assisted unit provided by VHA. Approximately 28 percent of the 1990 rent assistance needs of this group are being met at this time.

The Housing Element of the Clark County 20 Year Comprehensive Growth Management Plan analyzed the potential magnitude of future housing needs, population and household projections, income groups, and housing prices. Using this information it is possible to estimate the number of units in each price range that may be needed in the year 2010. Table 28 presents this estimate, which indicates that approximately 32,000 units will be needed for households with incomes less than \$15,000. Based upon this projection, nearly half of these units will be in the unincorporated areas of Clark County.



**TABLE 28**  
**Projected Number of Units Needed in Cities and Towns: 2010**

	Estimated		SF Units	MF Units	MH Units	Total Units	Persons	Est. Pop.	New Units
	Pop.-1998		1998	1998	1998	1998	per Unit	2010	by 2010
<b>Battle Ground</b>									
City	8,460		2,157	551	243	2,951	2.87	10,386	672
UGA	8,652	Unit %	73.1%	18.7%	8.2%			10,622	
<b>Camas</b>									
City	10,300		3,398	609	87	4,094	2.52	12,645	932
UGA	11,285	Unit %	83.0%	14.9%	2.1%			13,854	
<b>La Center</b>									
City	1,355		405	63	57	525	2.58	1,664	120
UGA	1,668	Unit %	77.1%	12.0%	10.9%			2,048	
<b>Ridgefield</b>									
City	1,795		536	48	77	661	2.72	2,204	150
UGA	2,506	Unit %	81.1%	7.3%	11.6%			3,077	
<b>Vancouver</b>									
City	132,000		32,783	22,712	1,598	57,093	2.31	162,054	12,999
UGA	235,123	Unit %	57.4%	39.8%	2.8%			288,656	
<b>Washougal</b>									
City	7,685		2,180	723	321	3,224	2.38	9,435	734
UGA	10,090	Unit %	67.6%	22.4%	10.0%			12,387	
<b>Yacolt</b>									
City	935		276	14	50	340	2.75	1,148	77
UGA	1,068	Unit %	81.2%	4.1%	14.7%			1,311	
<b>Unincorporated</b>									
<b>Clark County</b>	165,360		45,141	5,565	9,901	60,606	2.73	203,009	13,799
<b>UGA Population</b>	270,392	82.4%						331,955	24,306
<b>Rural Population</b>	57,608	17.6%						70,724	5,178
<b>Total- Clark County</b>	328,000		86,880	30,286	12,334	29,500	2.53	402,679	29,485
		Unit %	67.1%	23.4%	9.5%				

Sources & Notes: Population and Housing Data - 1998 Population and Economic Handbook - Clark County Assessment & GIS  
Population Projection for Clark County - Washington State County Population Projections: 1990-2020, OFM





## Households in Need of Assistance

HUD defines households needing assistance by their income in relation to the area median. These households are described as:

- Extremely low income (0 percent - 30 percent of median);
- Low income (31 percent - 50 percent of median);
- Moderate income (51 percent - 80 percent of median); and
- Middle-income households (81 percent - 95 percent of median) who occupy substandard or overcrowded dwellings and/or pay in excess of 30 percent of household income for housing costs.

Households paying more than 30 percent of their income for housing and utilities are considered to be paying a cost burden. Using 1990 census data and 1989 income levels, Table 29 shows that more than 18,000 households were earning less than 95 percent of area median and paying a cost burden.

**TABLE 29**  
**Clark County Households Paying a Cost Burden: 1990**

<b>Household by Income Level</b>	<b>Number &amp; Percent of Households Paying &lt;30% for Housing</b>	<b>Number &amp; Percent of Households Paying 30% - 50% for Housing</b>	<b>Number &amp; Percent of Households Paying &gt; 50% for Housing</b>
0 to 30% MFI	2,211 (27%)	1,346 (16%)	4,689 (57%)
31% to 50% MFI	3,516 (38%)	3,671 (40%)	1,976 (22%)
51% to 80% MFI	10,460 (66%)	4,808 (30%)	700 (4%)
81% to 95% MFI*	6,572 (85%)	1,129 (15%)	62 (1%)

Source: Based on 1990 Census data provided by the U.S. Department of Housing and Urban Development.

Notes: \*Households earning 81-95 percent of median income who are paying more than 30 percent of their income for rent, or living in substandard or overcrowded conditions.

Again using 1990 census data, Table 30 indicates the number of households in need of assistance because they are occupying substandard or overcrowded dwellings and/or paying a cost burden. As shown, 25 percent of the households were in need of housing assistance nine years ago. It is important to note that these figures do not include homeless persons.

Those with the greatest need for housing assistance are the elderly and large families with five or more members. Renters have a greater need for assistance than do homeowners.

Regardless of whether they are renters or homeowners, households earning less than 30 percent of median and paying more than half of their income for housing costs can be

considered “at risk of homelessness”. It is these households for whom unanticipated medical expenses, the loss of a job, and similar problems can make the difference between paying for housing or not.

**TABLE 30**  
**Clark County Households in Need of Assistance: 1990**

	<b>Total Households</b>	<b>With Housing Problems</b> *	<b>Paying &gt;30% for Housing</b>	<b>Paying &gt;50% for Housing</b>	<b>% in Need of Assistance</b> **
<b>Renters</b>					
Elderly 1 and 2 Member Households	4,459	2,352	2,340	1,140	53%
Small Related Households (2-4 Members)	13,983	4,820	4,443	2,008	34%
Large Related Households (more than 5 members)	2,655	1,363	901	331	51%
All Other Households	9,724	3,406	3,325	1,340	35%
<b>TOTAL RENTERS</b>	<b>30,821</b>	<b>11,941</b>	<b>11,009</b>	<b>4,819</b>	<b>39%</b>
<b>Owners</b>					
Elderly 1 and 2 Member Households	14,035	2,450	2,421	795	17%
All Other Households	43,715	7,842	6,881	1,969	18%
<b>TOTAL OWNERS</b>	<b>57,750</b>	<b>10,292</b>	<b>9,302</b>	<b>2,764</b>	<b>18%</b>
<b>Total Households in Need of Assistance</b>	<b>22,233</b>				
<b>Percent of Total Households</b>	<b>25%</b>				

Source: Based on 1990 Census data provided by the U.S. Department of Housing and Urban Development.

Notes: \*Households earning 0-95 percent of median income who are paying more than 30 percent or 50 percent of their income for rent, or living in substandard or overcrowded conditions. Does not include homeless persons.

\*\* Percentage of total households in category which are identified as having housing problems.

## Needs of Low-Income Households

At the time of the 1990 census, nearly 20 percent of the County's households were low-income and earned less than half of the area median. Fifty-nine percent of these households were renters and 41 percent were homeowners. Whether they paid rent or made mortgage payments, 62 percent of them paid more than one-third of their income for housing, and 22 percent used more than half of their income for housing. Since housing costs have increased more rapidly than earnings over the past decade, there is reason to believe that the percentage of income required to pay for shelter has risen. Housing units that are

overcrowded and in substandard condition are occupied in greatest numbers by households which are very low-income, since living in these kinds of units may be the only way that they can find a unit that is affordable.

Finding adequate rental housing for households with very low-incomes is made more difficult when security and other deposits are required. Unemployment or a household crisis will have a serious impact on the ability of these families to pay monthly housing costs. Based on projected increases in the low-income population, it is expected that a rising number of Clark County households will find it difficult to afford average rents. Homeownership is virtually unattainable for most households with income below 50 percent of median.

#### ***Needs of Low-Income Households***

- ***Support increased local funding for affordable housing***
- ***Support the increase in housing funding on a regional basis***
- ***Establish a policy of zero net loss of existing affordable housing***

#### **Needs of Moderate-Income Households**

The most recent information available indicates that approximately 18 percent, or 15,968 households, in Clark County earned between 51 and 80 percent of median and met the definition of moderate-income.<sup>6</sup> Forty-five percent were renters and 55 percent were owners. Twenty-six percent were elderly and in one to two member households.

Severe cost burden appears to be less of a problem among moderate-income renters than it is for low-income renters. Thirty-four percent of moderate-income households paid more than 30 percent of their income for housing and 4 percent paid more than 50 percent. The number of homeowners in this group slightly exceeds the renter households. More than one-quarter of the moderate-income were elderly households, which may indicate that they have low, fixed incomes and are homeowners with minimal monthly payments. However, circumstances such as health problems may force them to move out of their homes into a more expensive environment, such as a nursing home. The required down payment and closing costs place homeownership beyond the means of many moderate-income households. For those households in a fragile financial situation, a crisis could push them into a very low-income category.

Policies that require tenants to have incomes two or three times the amount of the rent can make it impossible for those with limited incomes to locate appropriate housing. As a result, moderate income households comprised of younger individuals or families working at low

---

<sup>6</sup> 1990 Census.

wage jobs may be compelled to live in substandard units or in locations that are far from bus lines, schools, and services.

***Needs of Moderate- Income Households***

- ***Support increased local funding for affordable housing***
- ***Support the increase in housing funding on a regional basis***
- ***Establish a policy of zero net loss of existing affordable housing***

**Housing Needs of Racial Minority Groups**

Although Clark County has a relatively small number of racial and ethnic groups, they have been expanding as the population grows. The largest increase between 1980 and 1990 was among Hispanics at 92 percent and Asian and Pacific Islanders with 139 percent.

The only documented information on minority groups is provided by the census. However, anecdotal data indicates that the number of immigrants and refugees settling in Clark County is on the increase. Many are Russians or Central and Eastern Europeans, and most others are Southeast Asians. Minority-headed households comprised 5 percent of all households in the county in 1990. However, these households represented 7.5 percent of renters earning less than 50 percent of the area median and 3.5 percent of homeowners at that income level. Table 31 illustrates that minority groups generally have incomes below the median for the total county.

As was discussed in Chapter Two, there is a higher percentage of households in each racial or ethnic group in the lowest income categories as compared with non-minority households. Non-minority households also have the highest percentage of households earning more than 95 percent of the median family income.

**TABLE 31**  
**Incomes of Racial Groups in Clark County: 1990**

<b>Household</b>	<b>Total Households (1990)</b>	<b>Percent Total Households</b>	<b>Percent Low-Income (0-50% MFI)</b>	<b>Percent Moderate – Income (51-80% MFI)</b>	<b>Percent Middle Income (81-95% MFI)</b>	<b>Percent Above (95% MFI)</b>
White (non-Hispanic)	84,140	95%	19%	18%	9%	54%
Black (non-Hispanic)	828	1%	26%	14%	7%	53%
Hispanic (all races)	1,478	2%	27%	22%	10%	41%
Native American (non-Hispanic)	710	1%	30%	24%	7%	7%
Asian & Pacific Islander (non-Hispanic)	1,382	2%	21%	17%	12%	12%

<b>All Households</b>	<b>88,571</b>	<b>100%</b>	<b>20%</b>	<b>18%</b>	<b>9%</b>	<b>9%</b>
-----------------------	---------------	-------------	------------	------------	-----------	-----------

Source: Based on 1990 U.S. Census data provided by the U.S. Department of Housing and Urban Development.

With incomes that are below median, affordable housing is a significant need of racial and ethnic minorities. At the public hearings held in August and October 1999, persons from minority groups indicated the need for bilingual staff, interpretive services, and public service announcements in Spanish and Eastern European for social and housing services. Cultural diversity training for social service staff was also identified as a need by county residents of color.

***Needs of Racial Minorities:***

- ***Affordable housing, especially for households earning less than 50 percent of median***
- ***Bilingual staff, interpretive services, and housing and service information in Spanish, Asian, and Eastern European languages***
- ***Cultural sensitivity among social service and housing providers***

## **Housing Needs of People with Special Needs**

This section provides an overview of the housing needs and available resources for populations with special housing and supportive service needs. Members of these groups characteristically have incomes well below area median. Table 32 presents information on the estimated number of persons within selected special needs groups in 1994 and 1999.

The types of housing needed include permanent low-cost housing for people who can live independently, permanent supportive housing, transitional housing for those who want to move to independent living, housing for people with multiple diagnoses, accessible housing and short-term emergency shelter to address immediate, crisis situations.

Support services range from counseling and supervision to case management and may be provided either on or off site. Medical care, mental health services, and alcohol/substance addiction treatment are often critical needs. The needs described in this section were identified through interviews with housing and human service providers, surveys and public meetings, as well as research of various related plans and documents.

In Table 32, the special needs populations have been projected based on national prevalence formulas: frail elderly - 3 percent of total population (defined as over the age of 64 with self-care or mobility limitations); persons with physical disabilities - 2 percent of total population; persons with developmental disabilities - 1 percent of total population. The most recent research (Mental Health: A Report of the Surgeon General December 1999) provides information that 15-20 percent of the population are affected by mental disorders during a

given year. The number of persons with special needs is assumed to be distributed in the same percentage within cities as within the county.



**TABLE 32**  
**Projected Number of Persons with Special Needs: 1994 & 1999**

Area	1994 Population					1999 Population				
	Total Pop.	Frail Elderly	Physically Disabled	Develop. Disabled	Mentally Ill	Total Pop.	Frail Elderly	Physically Disabled	Develop. Disabled	Mentally Ill
Clark County	280,800	8,424	5,616	2,808	2,808	337,000	10,110	6,740	3,370	50,550

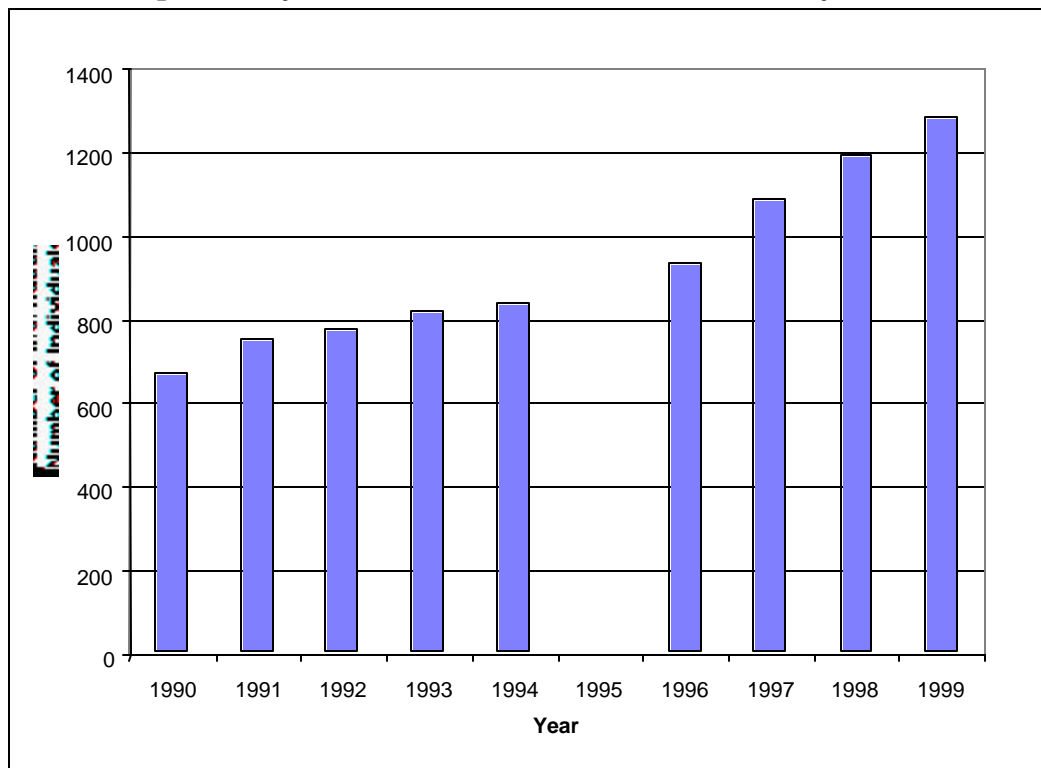
Sources: 1994 population figures from the 1994 Population and Economic Handbook, Clark County Department of Assessment and GIS. 1999 population figures are OFM Forecasting from the State of Washington web page.

### ***Persons with Developmental Disabilities***

A Developmental Disability is defined as one that is attributable to mental retardation, cerebral palsy, autism, epilepsy, or another neurological impairment which occurs before the age of 18, is expected to continue indefinitely and constitutes a substantial handicap.

According to national prevalence formulas, three out of every one hundred people have some type of developmental disability. It is estimated that one percent of the populations has a severe disability and is eligible for developmental disabilities services. In 1990, 676 individuals met this definition and received case management services from Clark County. By 1999, the number had nearly doubled to 1,285 people served, as illustrated in Figure 10.

**FIGURE 10**  
**Developmentally Disabled Individuals in Clark County: 1990 - 1999**



Source: Developmental Disabilities Comprehensive Plan 1996-2001, Clark County Dept. of Community Services.  
 Notes: Data not available for 1995.

Although medical science has eliminated many of the dangers of childhood illnesses that once resulted in developmental disabilities, the prevalence is not diminishing. One reason is parental substance abuse; it is estimated that up to one-fourth of the children birth to age three who are receiving services in Clark County are in families where alcohol or drug use is a significant problem. In addition, babies born with AIDS are automatically eligible for services. Projections indicate that by the year 2000 more than 3,681 children and adults with developmental disabilities will reside in the County.

Over the past decade, the focus of the service system has shifted from custodial care to increased self-determination with personal choice and responsibility. The governing principle in the provision of services in Clark County is that people with developmental disabilities and their families should have as much control as possible over resources and people are given opportunities to live as independently as they are able.

There are a range of residential options available and described in more detail below. Approximately one fourth of the residential units for people with developmental disabilities

are located within the City of Vancouver. The remainders are on scattered sites throughout the County.

- **Independent Living** refers to people living in their own homes without support services.
- **Alternative Living (AL)** is a program is for persons with developmental disabilities who live in their own home or apartment, generally with a roommate. They receive up to 30 hours of training per month, designed to meet the needs of the individual and may include such areas as budgeting, cooking, personal safety, etc. In 1999, one alternative living program provided services to 19 persons.
- **Tenant Support (TS)** provides up to 50 hours of training per month to people living in their own home or apartment. Trainers come into the home, analyze individual needs and design training to meet those needs. Persons in this program generally live with a roommate who may or may not also be in the Tenant Support Program. In 1999, there was one tenant support program providing services to 4 persons.
- **Intensive Tenant Support (ITS)** is a program in which groups of up to four individuals rent a house or apartment and receive as much as 24-hour supervision and training through an agency contract. Generally, there is a positive change in the quality of life for people in intensive tenant support programs as compared to the large group home programs described below. In 1999, 6 intensive tenant support programs provided services to 151 persons.
- **Adult Family Homes** provide some adults with a residential alternative that approximates the family home. Providers are paid a service fee in exchange for room, board, and supervision for the individuals who live with them. Adult family homes are not required to provide training or rehabilitative services, but may receive additional fees for doing so. These homes vary greatly in the quality of care and training provided to residents. In 1999, over 275 elderly people were living in adult family homes in Clark County.
- **Living with Family** may be an appropriate option for some adult children who have disabilities.

While progress has been made in increasing alternatives to institutional settings, barriers continue to limit housing options. The lack of affordable units for persons with developmental disabilities on fixed incomes is the primary obstacle. Currently, a person who

relies on Supplemental Security Income receives \$506.55 per month<sup>7</sup>, while the average rental cost of a one-bedroom apartment in the Vancouver/Hazel Dell area is \$542<sup>8</sup>.

During the last four years the following housing has been developed specifically for the developmental disabled

- **Teammates Transitional Apartments:** Inland Empire Residential Resources owns four units with two bedrooms each.
- **Teammates I:** Inland Empire Residential Resources owns three one-bedroom apartments as part of an eight-unit complex.
- **Covington Commons:** Affordable Community Environments owns 40 units with eight set-aside for the developmentally disabled ranging in size from 1-4 bedrooms.

Accessibility and suitability of units are also barriers. There are a limited number of accessible units that are affordable to low-income persons. Those that are marketed as "accessible" often do not meet the needs of the disabled community, generally because the housing is not in close proximity to transportation, shopping and other services.

The State Division of Developmental Disabilities coordinates the provision of services between providers. This includes working with various service providers, case managers, and individuals and their families. The Division is increasingly involved in facilitating housing services and identifying ways to ensure that housing providers are adequately serving people with developmental disabilities.

The Clark County Developmental Disabilities Program is responsible for the coordination of early intervention programs, employment and training programs, parent and community involvement, and housing development projects. The County program contracts with providers for many of these programs, and in recent years has been involved with advocating for local and state funds to build or rehabilitate housing. The Clark County Developmental Disabilities Advisory Board oversees policies and programs of the Clark County program.

***Needs of Persons with Developmental Disabilities:***

- ***Affordable housing near transportation, shopping, and services***
- ***Additional tenant support services***

---

<sup>7</sup> 1999 figure from Social Security Office

<sup>8</sup> The McGregor Millette Report Spring/Summer 1999

- ***Housing options for children reaching adulthood including homeownership and for aging persons***
- ***Accessible units for persons with all types of disabilities***
- ***Accessible public housing and Section 8 units***

## **Persons with Physical Disabilities**

The 1990 Census indicates that 4,826 Clark County residents under the age of 64 had mobility or self-care limitations. The national prevalence formula for this special needs group is 2 percent of the population. Using this formula, there are now approximately 6,560 people with physical disabilities in the County.

Independent Living Resources of Southwest Washington provides a variety of services to persons with disabilities. While not directly involved with housing development, the agency advocates for housing options. One of the needs they have identified is transitional housing for people who must obtain rehabilitation services in the Vancouver area. Additionally a clearinghouse offering information on the location and availability of appropriate accessible units would be most helpful.

Independent Living Resources of Southwest Washington also has identified another barrier to housing for people with disabilities as that there is no data available that provides the number or location of accessible units, or verifies the units' degree of accessibility. Additionally, there is no method of linking available units with people who desire accessible housing.

Residential options for persons with physical disabilities in Clark County are very limited. The Vancouver Housing Authority manages the largest number of accessible units in the County. VHA has modified and added accessible units to its housing stock, bringing the total number of accessible units to 133. This number includes units accessible for persons with mobility, sight or hearing limitations. Information is not available regarding the number of units for each type of disability.

Although there is no estimate of the number of accessible housing units in the area, reports from individuals, service providers, and advocates indicate the amount of such housing in the affordable price range is far less than the need. State law requires that 4 percent of newly constructed multi-family units be wheelchair accessible; however, these units do not need to be set aside for people with mobility and income limitations and there are reports of such units being rented to able bodied persons. Housing units may be advertised, as "accessible" but actually lack many of the basic features, such as wider doorways, that would make them useable for persons with wheelchairs or other mobility devices.

Interviews with service providers indicate that persons with limited sight have only one major request; housing that is near mass transit. The accommodations needed by this

population are very minimal, such as placing removable raised dots on the stove, and do not require the involvement of a landlord.

Young people in need of wheelchair accessible units have a difficult time finding housing outside of projects focused on seniors.

Small studio apartments clustered around a shared kitchen, laundry and living room would be an appropriate design for many individuals with disabilities.

Anecdotal evidence from service providers emphasizes the greatest need is for housing that is affordable. One issue reported by providers is that individuals receiving SSI payments are rejected by potential landlords because they cannot document income that is three times the monthly rent. For those who must live in Clark County to access training and educational opportunities, the lack of affordable housing is a serious problem. One provider reported encouraging families to place the names of their eighth grade children with disabilities on the VHA waiting list in the hope that by the time these children became adults they would reach the top of the list and find housing.

***Needs of Persons with Physical Disabilities:***

- ***Affordable housing near transportation, shopping, and services***
- ***Fully accessible units for persons using wheelchairs and other mobility devices***
- ***Accessible public housing and Section 8 units***
- ***An inventory of accessible units***
- ***Transitional housing for people in need of rehabilitation services***

## **Persons with Mental Illness**

Using the most recent research (Mental Health: A Report of the Surgeon General, December 1999) the national prevalence rate of 15-20 percent, it is estimated that more than 50,500 people in Clark County have some form of mental illness. A sub population of 5.4 percent of adults is considered to have a “serious” mental illness. Serious mental illness is a term defined by Federal regulations that generally applies to mental disorders that interfere with some area of social functioning. About half of those with SMI (or 2.6 percent of all adults) were identified as being even more seriously affected, that is, by having “severe and persistent” mental illness. <sup>9</sup>

Chronically mentally ill adults living in the community (estimated 9,100 people) are those most likely to need long-term housing assistance coordinated with outpatient treatment and other support services. Affordable housing is a key element of the long-term community support approach, but it is not available for most of the County's low-income mentally ill. Individuals with mental illness who depend upon Social Security (SSI) payments receive \$506.55 per month or \$6,078 annually.<sup>10</sup>

In the last decade, seriously mentally ill people have been moved from institutions to community-based care situations that allow as much independence and choice as possible. In addition to adequate housing, people with mental illness need temporary structures and support, particularly in times of crisis. Unfortunately, the mental health system does not have enough money to adequately assist everyone, and must choose to serve those with the most severe illness.

The Clark County Regional Support Network (RSN) is the entity responsible for ensuring the development of a comprehensive mental health system for citizens of Clark County. During fiscal year 1997-98 the RSN funded services to 4,063 adults and 2,776 children. At this time, Clark County has no residential treatment for children. The RSN serves an estimated 300 homeless individuals annually. Services are provided throughout Clark County and in 21 Vancouver schools. The majority of these individuals are homeless and either staying in an emergency shelter; or living on the street. The remainder may be in treatment and ready to move to permanent housing; or in transitional housing but need permanent housing; or living in a housing situation that is not of their choice.

Columbia River Mental Health (CRMH), serves as a non-profit organization, is the largest mental health organization south of Olympia and works with approximately 80 percent of the County's mentally ill population. CRMH receives more than 10,000 crisis contacts annually. The organization served over 5,000 clients and more than 1,000 children and families.

CRMHS provides housing and services to 144 individuals. Many of the housing options have been created in partnership with the Vancouver Housing Authority. Some of the group homes are leased from private owners.

When homeless persons and those living in housing without support have a crisis, they are often placed in jail or hospitalized. Incarceration or hospitalization comes at great financial cost to the community, yet these resources are not providing appropriate services to meet

---

9 Mental Health: A Report of the Surgeon General, December 1999

website: <http://www.nimh.nih.gov/mahsgrpt>

10 1999 figure from Social Security office

individual needs. Permanent, transitional and crisis housing, combined with case management, are significant needs of this population.

Options for persons with mental illness include:

- **Housing Triplexes (Cascade Terrace):** Owned and operated by Columbia Non-Profit Housing, CRMHS provides housing for 18 individuals between the ages of 18 and 30 in two triplexes. These people are in the supported living program designed to allow mentally ill persons to live independently while working closely with a case manager.
- **Fort Vancouver Apartments:** Owned by Fort Vancouver Non-Profit Housing and Operated by Columbia Non-Profit, Nineteen men and women with mental illness are able to live independently in federally subsidized apartments and are provided services by CRMHS.
- **U Street House:** Operated by CRMHS, this four-bedroom house is leased from the owner and provides housing for women.
- **St. James House:** Owned and operated by Columbia Non-Profit Housing, Leased by CRMHS on contract, this is a five-bedroom group home for men only.
- **Orchards:** This three-bedroom group home is operated by CRMHS.
- **Hazelwood Duplexes:** CRMHS operates two duplexes, one for men and the other for women that can provide transitional housing to as many as 6 people.
- **39<sup>th</sup> Street Tri-Plex:** Twelve people live in this tri-plex operated by CRMHS.
- **99<sup>th</sup> Street House:** Five-bedroom group home offering housing to women and operated by CRMHS.
- **18<sup>th</sup> Street House:** This is a small group home for mentally ill persons who are able to work at least part time. It is operated by the ARC of Clark County.
- **Peacehealth Behavior Health:** This agency leases three apartments for 3–5 people with mental illness or co-occurring disorders. Provide transitional housing and subsidize rents until client placed in permanent housing. Provide case management services to the occupants who are in their PACT program.
- **Forest Creek Condos:** Twelve units in the Hazel Dell area are owned by CRMHS.



- **Central Park Place:** Thirty of the 123 single room occupancy units have been reserved for CRMH clients. Ten of the units are permanent housing and the remainders are transitional. Peacehelath Behavior Health manages 8 units.
- **Congregate Care Facilities:** There are three facilities in the County serving 27 lower-functioning mentally ill individuals, some of who are also developmentally disabled. The residents need 24-hour supervision and assistance with daily living tasks and meals.
- **Western State Hospital:** Located in Steilacoom in Pierce County, Western State is the mental health hospital serving Clark County. Thirty-eight individuals from Clark County are in residence at this time.
- **Elahan Place:** An adult residential rehabilitation center operated by CRMH, Elahan Place has a 32-bed capacity, including 4 beds for people in crisis. Most of the residents are making the transition from Western State Hospital back into the community. The average stay is two years.
- **Southwest Washington Medical Center Psychiatric Unit:** The psychiatric unit has 16 beds and admits persons with all types of mental problems.

Problems and barriers to appropriate community-based housing for the mentally ill include; insufficient income to pay market rate rents, rising rents, lack of funding for housing development and maintenance, community opposition or disinterest, and the reluctance of landlords to rent to people with mental illness. Many people with mental illnesses are currently living in emergency shelters or in the Clark County jail.

Supportive housing needs of mentally ill persons in Clark County include affordable rental units, daily skills training, assistance in working with landlords, case management services to assist in the coordination of housing services, and assistance in locating appropriate roommates and living environments.

***Needs of Persons with Mental Illness:***

- ***Permanent, affordable housing***
- ***Short-term, emergency crisis beds and services***
- ***Transitional living units and case management services***
- ***More community-based housing with level of support linked to individual need***
- ***Residential treatment for children***
- ***Case management to assist with locating appropriate housing and roommates***
- ***Assistance in working with landlords***

## Persons with HIV/AIDS

The Washington State Health Division reports that there were 306 cumulative AIDS diagnoses in Clark County from 1984 through August of 1999.

Table 33 shows the number of cases diagnosed annually since 1990, and the rate per 100,000 population. The number of cases has been dropping since 1994. The County's rate remains below the state target goal of 15.4 cases per 100,000.

**TABLE 33**  
**AIDS Incidence Rates by Year of Diagnosis**  
**Clark County and State of Washington: 1990 - 1998**

	Clark County			Washington State		
Year	Cases	Population	Rate	Cases	Population	Rate
1990	26	238,053	10.9	756	4,866,692	15.5
1991	27	250,301	10.8	855	5,000,400	17.1
1992	41	257,501	15.9	923	5,116,700	18.0
1993	34	269,500	12.6	999	5,240,900	19.1
1994	42	280,800	15.0	887	5,334,400	16.6
1995	20	290,997	6.9	784	5,429,900	14.4
1996	31	303,500	10.2	694	5,516,800	12.6
1997	22	316,800	6.9	494	5,608,100	8.8
1998	11	328,000	3.4	302	5,429,900	5.6

Source: Washington State Department of Health, Infectious Disease and Reproductive Health, 1990-1998

There are approximately one hundred and thirty three of Clark County residents who have been diagnosed with AIDS over the last fifteen years. Due to the nature of the disease, all of these individuals will eventually need some type of supported housing, which includes medical care, assistance with daily living tasks, transportation, and hospice services.

A survey compiled in 1999 by the Southwest Washington Consortium on HIV/AIDS Housing Ad Hoc Committee provides the following information. Nearly three-quarters of the respondents are renters spending an average of 55 percent of their income for shelter. Two-thirds reported "income too low" as a factor affecting housing and this same number of respondents indicated they are receiving SSI payments. Nearly 85 percent had requested housing assistance at some point. Approximately 30 percent of those responding are living with family or friends.

Case managers, service providers, advocates, and persons with AIDS identify a comprehensive continuum of housing, as the greatest need for people with AIDS in Clark County. Options include adult foster care, small adult family homes (5-10 persons), housing with a continuum of care services, transitional and permanent housing, and additional hospice programs.

The Southwest Washington Health District is the primary provider of testing, information and referral, case management, education and outreach for persons diagnosed with AIDS or who are HIV positive. The State requires certain diseases to be reported. AIDS is on this list; however, HIV was not until this year. Beginning in the fall of 1999, reports on HIV cases will be required.

In 1996, the VHA developed a project providing housing for low-income persons with AIDS, using state, federal, and local funds. Care House is a six-bed residence with supportive services and skilled nursing care provided on-site.

In partnership with the Veterans Administration and others, VHA recently completed Central Park Place, which offers single room occupancy housing and studios. The 124 units have been reserved for specific populations including veterans, persons with mental illness, and those transitioning from shelters. These individuals may also be HIV positive. The housing requires that potential residents have a case manager and be drug free and sober for at least thirty days.

Additional single-room occupancy units are needed for persons who are HIV positive, mentally ill and chemically addicted. Many of these people have poor rental or credit histories. For crisis or transitional situations, emergency vouchers and rent assistance for up to six months are necessary, particularly for single men and homeless persons with AIDS. Housing that enables persons with AIDS to live with their families is also needed.

***Needs of Persons with HIV/AIDS:***

- ***Supported services in homes for 5 to 10 people - adult foster care, adult family homes, continuum of care and hospice services***
- ***Emergency housing vouchers for up to 30 days, especially for homeless and single men***
- ***Single-room occupancy housing units***
- ***Rent assistance for up to 6 month***
- ***Transitional housing***
- ***Permanent affordable housing***

## **Elderly and Frail Elderly Persons**

The elderly are generally considered a special needs group because of the high correlation between age and disabilities. In addition, those with cognitive impairments and/or in need of assistance with such things as bathing and dressing or medication management are defined as Frail Elderly.

Many seniors live on a fixed income that is below median. As housing, food, prescriptions and utility costs continue to rise these households face difficult choices. If they own their home, they may not be able to afford both increased taxes and maintenance costs. A fixed income may not permit them to live in a facility that provides them a full range of care services. Affordable housing options are limited, and many frail seniors choose to stay in their long-time homes, despite changes that reduce their ability to function.

There is a growing need for community-based long-term care, which refers to the range of services required by these adults in order to remain independent in their homes. Services can include case management, help with in-home personal care services, chore service, home-delivered meals and respite care. In addition, weatherization, energy assistance, yard work, building modifications and major or minor home repairs allow elderly homeowners to “age in place” while maintaining quality housing.

Independent seniors would benefit from a shared housing program that would assist in matching roommates who could split the expenses. Ecumenical Ministries of Oregon operates such a program in Clark County, but on a limited basis. Shared housing could also provide assistance for seniors who are in need of help with housekeeping, maintenance chores personal care services.

Table 34 summarizes the housing tenure for Clark County residents over the age of 65 in 1990. More than 60 percent of were heads of households. Another 28 percent lived alone.

Seven and one-half percent lived with family or friends while nearly 5 percent lived in group quarters such as nursing or retirement homes.

**TABLE 34**  
**Housing Tenure Of Persons Over Age 65 In Clark County: 1990**

<b>Household Type</b>	<b>Persons</b>	<b>Percent</b>
Seniors in Family Household (Head of Household over 65)	15,243	60.0%
Seniors Living Alone	7,234	28.0%
Seniors in Group Quarters	1,138	4.5%
Seniors in Other Situations	1,907	7.5%
<b>TOTAL</b>	<b>25,367</b>	<b>100%</b>

Source: 1990 U.S. Census.

In 1997, the Washington State Office of Financial Management estimated that 10.1 percent of the County's residents were over age 65, a total of 31,888 people. Although Clark County has a smaller elderly population than the state as a whole, it is one of the fastest growing population segments. The number of persons over the age of 65 increased by 45 percent between 1980 and 1990 compared with a total increase in the County's population of 24 percent. In addition, people are living longer; the number persons over the age of 75 increased nearly 60 percent in the last decade. This pattern is projected to continue, as illustrated by Table 35, which shows the estimated growth of the senior population from 1990 to 2005.

**TABLE 35**  
**Estimated Population Growth of Seniors in Clark County: 1990 - 2005**

<b>AGE GROUPS</b>	<b>1990</b>	<b>1995</b>	<b>2000</b>	<b>2005</b>
65 to 69	8317	8884	9004	10850
70 to 74	6682	7931	8146	8222
75 to 79	4922	5865	6796	6941
80 to 84	3007	3888	4532	5260
85 +	2265	3012	3886	4779

Source: State of Washington Office of Financial Management, County Population Projections by Age and Sex 1990-2020.

Over the next 20 years, the Washington State Long Term Care Commission estimates that the number of persons over the age of 85 who need long term care will double and the state's chronically disabled population will grow by more than 50 percent; almost twice as rapidly as the total population.

Elderly persons living alone are considered at risk because they have no one in their home to assist them if they begin to have difficulties in performing daily living tasks such as cooking or bathing. It is estimated that approximately 18 percent of all elderly are living alone and are below the poverty level. The Clark County 1994-1998 Comprehensive Housing Affordability Strategy (CHAS) estimated that 2,653 are low-income and frail.

Housing, specifically its cost and availability, is one of the most critical issues facing seniors. Subsidized senior housing has long waiting lists, shown in Table 36. As a result, older persons may face the choice of receiving too little care and living in unsafe conditions, or being prematurely placed in a more restrictive facility. There is a clear need for affordable and accessible housing, particularly those units large enough to allow residents to comfortably retain their valued possessions. Elderly persons who live with family or friends might benefit from zoning provisions that allow for a second, smaller unit to be built on single family lots.

The number of senior housing projects in Clark County is minimal compared to the demand. The subsidized apartments in Vancouver are predominately older units. Most are subsidized at 30 percent to 50 percent of median income. There is a large demand, with an average wait of two to three years. All of the projects are at, or near, full occupancy. None of the subsidized independent projects offer any services to their residents, although these can be purchased at an additional cost.

**TABLE 36**  
**Subsidized Senior Housing in Clark County: 1999**

<b>Project Name</b>	<b>Project Type</b>	<b>Number of Units</b>	<b>Occupancy</b>	<b>Average Rent</b>	<b>Waiting List</b>	<b>Monthly Turnover</b>
Forest Ridge	Independent	46	97.8%	\$372	1 to 2 years	1%
Brandt Norwest	Independent	214	100%	\$372	3 years	1%
Mid-Columbia Manor	Independent	170	100%	\$226	2 to 3 years	2%
Brookside	Independent	30	100%	\$441	2 years	1%
St. Helens Manor	Independent	30	100%	\$141	1-2 years	1%
Cherry Stone	Independent	21	100%	\$372	2 years	0.5%
Crown Villa	Independent	19	100%	\$141	29 people	2 %

Source: Memorandum Report by Hobson Johnson & Associates for VHA, February 1999.

Table 37 lists market rate housing. The Vancouver senior housing market is dominated by privately owned, larger size continuing care facilities. Independent projects typically offer basic services such as weekly housekeeping and linen service, meals, transportation and recreational activities, with the cost included in the rent. Assisted units and those at

continuing care facilities offer a greater variety of services to meet medical and social needs. Most facilities report that they have a waiting list.



**TABLE 37**  
**Market Rate Senior Housing in Clark County: 1999**

<b>Project Name</b>	<b>Project Type</b>	<b>Number of Units</b>	<b>Occupancy</b>	<b>Average Age</b>	<b>Average Rent</b>	<b>Monthly Turnover</b>
Waterford at Fairway	Continuing Care	Independent – 60 Assisted – 60	48%	70 – 80	Indep. - \$1,919 Assist - \$2,948	NA
Cascade Inn	Continuing Care	Independent – 70 Assisted – 115	97%	80's	Indep. - \$1,421 Assist - \$1,940	4%
Van Mall	Continuing Care	Independent – 156 Assisted – 49	100%	75 - 85	Indep. - \$1,728 Assist - \$1,704	1%
Bedford	Independent	107	35%	NA	\$1,877	0
Kamlu	Independent	84	94%	83	\$1,281	1.5%
Pythian Center	Independent	166	82%	NA	\$908	1%
The Park Lido	Assisted	45	93%	80's	\$1,594	2.6%
Lexington House	Assisted	44	98%	85	\$2,089	2%
Mt. View House	Assisted	36	100%	NA	\$1,810	2%

Source: Memorandum Report by Hobson Johnson & Associates for VHA, February 1999.

Notes: Bedford had not yet reached full occupancy at the time of the survey.

Planned or proposed senior housing units in Vancouver include:

- Highgate Retirement Village with 41 studios, one and two bedroom Assisted Living apartments, 14 Alzheimer's cottages and 8 townhomes for equity purchase;
- The Bedford, second phase of an existing facility that will add 40 studios, one and two bedroom units in a Congregate Care facility; and
- Vancouver Assisted Living, a Continuing Care facility with 152 Assisted Living units and 68 Independent apartments.
- Kirkland Manor, 61 units HUD Section 202 housing for elderly.
- VHA Assisted Living Facility- 60 units adjacent to CNPH Section 202 housing for elderly-45 units

Although housing options for elderly persons are expanding in Clark County, they are not keeping pace with the increasing population in need of supportive services. Table 38 identifies the supportive housing alternatives available, beginning with the services that allow seniors to remain in their own home. In recent years, there has been significant growth in the number of licensed Adult Family Homes. The number has risen from 82 in the last H&CD

Plan to the current 145. <sup>11</sup>

---

<sup>11</sup> Aging and Adult Services Administration figure in October, 1999

**TABLE 38**  
**Supportive Housing Services for Elderly Persons**

<b>Type of Facility</b>	<b>Service</b>	<b>Number of Providers</b>	<b>Number of Beds</b>
At-home services	Services provided in person's home. May include meals, preventative health services, day care, case management, respite for family caregivers, household chores, personal care, home health, emergency response systems, rehabilitation, etc.	State funded: 5 + contractors & many individual providers	NA
Adult Family Homes (2-6 residents)	Personal, skilled care. Residents generally have private rooms. Meals, housekeeping, personalized activities.	+ or - 145 licensed providers	767
Congregate Care	Apartments or hotels with 40-200 residents. Residents have private or shared room. Meals, housekeeping, and social activities provided. Personal care services may be an option.	7	500 (combined with Assisted Living units)
Assisted Living	Apartments or hotels with 20-100 residents in private apartments. Optional personal care and limited nursing care. Meals, housekeeping, and social activities provided. Emphasis on independent living with supports as needed.	11 Private pay and State funded	962 (combined with Congregate Care units)
Nursing Homes	Hospital-like setting with 24-hour skilled nursing care and on-site rehabilitation services. Private or shared rooms. Meals, housekeeping, activities provided.	11	1,131

Source: Southwest Washington Area Agency on Aging

Notes: NA - Not Applicable.

Coordination of the service system is a barrier to getting needed housing and related services for seniors. When family members try to arrange long-term care services for a relative, they often encounter a complex system. Various services and housing options carry different eligibility and application procedures, and numerous agencies at all government levels are involved. A central clearinghouse with information on affordable housing is needed.

The Southwest Washington Area Agency on Aging is responsible for advocacy, planning, coordination, contracting, monitoring, evaluation and other activities related to serving older

persons. It also coordinates the long-term Care Ombudsman program, which provides volunteer advocates for persons who reside in long-term care facilities. Many other non-profit and volunteer organizations provide services for the elderly, some under contract to the Area Agency on Aging. The following needs have been identified for low-income, elderly persons in Clark County.

***Needs of Elderly & Frail Elderly Persons:***

- ***Additional at-home supportive services for those above the poverty level***
- ***Affordable congregate care and assisted living facilities for low income elderly who are unable to have in-home services***
- ***More physically accessible units***
- ***Affordable units for seniors with incomes of 0 to 50 percent AMI***
- ***Shared housing***
- ***Central clearing house of information on affordable units***
- ***Modification of existing housing to enable seniors to “age in place”***
- ***In-home caregivers***

## **Persons Affected by Alcohol and Substance Abuse**

National prevalence figures estimate that approximately 10 to 12 percent of the population have a serious substance abuse problem. Using these figures and the estimated 1998 population for Clark County, this means that more than 32,800 residents could be described as addicted to alcohol and / or drugs. This is particularly alarming because chronic substance abuse may lead to homelessness. Alcoholics and substance abusers are disproportionately represented among the homeless and are among the most visible and vulnerable persons in this group. Once homeless, alcohol and other drug problems worsen, thus posing serious obstacles for breaking the cycle of homelessness.

Services such as detoxification and outpatient treatment are more accessible to persons with insurance coverage or the ability to pay. For low income or indigent people, treatment is not available on demand. Waiting lists are especially problematic because addicted people may quickly lose their motivation for treatment.

The 1998 report entitled Clark County Profile Demand Versus Capacity Chemical Dependency Assessment and Treatment Services includes the following information:

- In 1997, a total of 2,437 individuals accessed detox, assessment and treatment chemical dependency services in Clark County.

- 7,049 adult residents, living at or below 200 percent of the Federal Poverty Level, needed treatment.
- Only 14 percent of these individuals, or 948 residents, actually received treatment in Clark County.
- In order to reach the statewide average of 21 percent of low income and indigent adults receiving treatment, Clark County needs the capacity to serve additional 582 persons.
- Approximately 1,000 youth needed treatment but only 383 received it.
- In comparison to similar jurisdictions, Clark County youth are under served by 12 percent.

## **Alcohol and Drug Treatment Facilities**

Publicly funded facilities and providers located in the county include four outpatient treatment centers, one detoxification center, one recovery house, one adult residential treatment center. A new youth residential treatment center opened in November 1999. Outpatient opiate substitution services are contracted for with a provider in Portland, Oregon. Clark County works in collaboration with other services; organizations and individuals to provide for those addicted, to support individuals and families into recovery and to prevent substance abuse.

## **Program Description**

Clark County Alcohol and Drug Program provides prevention services for all residents. Through contracts with various agencies in the community, provision is made for full or partially subsidized treatment and other services. These programs provide services for low income or indigent individuals and others with chemical dependencies.

Adult and Youth treatment services in this program are described in a “Continuum of Care Model” which emphasizes treating individuals in all stages of their recovery process. The services include:

- Assessments and referrals;
- Outpatient alcohol and drug treatment;
- Treatment programs specific to individuals who are diagnosed with both mental health problems and addictions;
- Treatment programs specific to pregnant, postpartum and parenting women;
- Opiate Substitution Treatment;
- Childcare for clients;
- Outreach programs;
- HIV / AIDS education and prevention; and
- Youth services include intervention programs, adolescent case management, and dual recovery outpatient services.

The County program works actively with individuals, businesses, government, education, law enforcement, social services, youth, volunteers and other advocacy groups to provide services and address relevant issues to reduce the impact of substance abuse.

The State provides funds for six months of treatment through the Alcohol Drug Abuse Treatment Support Act (ADATSA). Persons seeking this assistance must apply and have their eligibility assessed to ensure they meet the income and other requirements.

### **Service Providers**

- Columbia Treatment Services is privately funded and provides outpatient treatment services for chemical dependency as well as DUI Assessments.
- Community Drug and Alcohol Center is a county funded outpatient treatment facility serving both adults and adolescents. In 1998, 456 individuals were admitted to treatment. Services provided include:
  - ADATSA assessment center
  - ADATSA Outpatient
  - Adult Intensive Outpatient
  - Alcohol & Drug Information
  - Assessment, Referral and Community Education
  - Community Information Outreach
  - DUI Assessment
  - Interim Services
  - Maternity Case Management
  - Outpatient
  - Pregnant/Parenting Women's Transition House
  - Youth Services
- Columbia River Mental Health's Center for Dual Diagnosis is a county funded program. In 1998, 111 individuals were admitted to treatment.
- CODA is a Portland based outpatient methadone treatment program. Seventy individuals from Clark County were served by CODA in 1998.
- The Detoxification Center is a county funded facility with six beds offering ITA Involuntary Commitment Services and Sub-acute Detoxification. Clients stay for one to three days. In 1998, 434 individuals were served.
- Kaiser Permanente operates Recovery Resources in their Salmon Creek Medical Offices.

- Oak Grove is a crisis residential center for youth. Six of the beds are reserved for the Janis Youth Program and the remaining 12 beds are set aside for boys being treated for alcoholism or drug addiction through a program operated by Daybreak.
- The Right Choice is a privately funded agency offering outpatient, intensive outpatient, alcohol & drug assessment and counseling, either group or individual.
- Recovery Northwest – St. John’s Medical Center is a county funded outpatient treatment facility. Services include: DUI assessment, outpatient, intensive outpatient, intensive outpatient adult MICA (mentally ill chemically addicted), youth outpatient MICA, adolescent casement management services. Additionally, Clark County has funded four beds at St. Johns Medical Center for people needed for co-occurring disorders.
- Rivercrest Professional Treatment Center is privately funded and offers the following services: alcohol & drug information school, DUI assessment, outpatient and intensive outpatient.
- Starting Point is a privately funded organization offering outpatient treatment, including alcohol & drug information school, DUI assessment, outpatient and intensive outpatient. Approximately 200 adults are involved in some phase of their recovery; intensive treatment followed by aftercare on first a weekly then monthly basis.
- The Veteran’s Administration Medical Center’s Chemical Addiction Rehabilitation Section has 15 beds for intensive assessment and stabilization treatment over a seven day period. 49 percent of homeless men are veterans according to the pt. In time count. They offer six weeks of intensive outpatient care to veterans living in the 18-bed domiciliary. The aftercare program may last from six months to a year.
- Western Psychological & Counseling Services is privately funded and offers services including alcohol & drug information school, DUI assessment, outpatient and intensive outpatient.

## **Transitional Housing**

Currently there are 182 transitional housing slots available for individuals with drug and alcohol problems.

John Owen Recovery House is directly funded by the State and has 22 beds, which are reserved for low-income or indigent clients. Clients stay an average of 60 days. In 1998, 148 individuals were served.

YW Housing, operates transitional housing in partnership with Department of Community Services, Community Drug and Alcohol Center and PeaceHealth Recovery Northwest. They

provide affordable group living environments for women and women with children who are currently participating in outpatient drug and alcohol treatment or aftercare services. When the two newest Jubilee houses opened in October 2000, YW Housing will have 40 transitional housing slots. Case managers provide support services for all women during their time in residence. Two houses are available to women and women with children during Phase 1 of outpatient treatment. Length of stay is 3-6 months. After this time, women transfer to other longer-term (up to 2 years) houses including three bedroom Watson house, five bedroom McLoughlin House, four bedroom Hyde Park House, six bedroom SWIFT house, five bedroom Ambers Place and five bedroom Key House.

There are approximately thirteen Oxford Houses in Vancouver that offer lower cost housing to people who have successfully completed treatment. These are individual houses shared by several independent adults who interview and vote on all potential additions. Residents are required to be, and to remain, “clean and sober” with no exceptions. For men there are 11 houses with a total of 91 beds, for women there are 2 houses with 16 beds and 7 beds for women with children. The average stay for men is 15 months and 9 months for women.

The State Division of Alcohol and Substance Abuse (DASA) contracts for transitional housing through Safe Choice YWCA. Up to 6 women and their children can stay for a maximum of 90 days on this program.

***Needs of People Affected by Alcohol and Substance Abuse:***

- ***Youth treatment, including residential treatment.***
- ***Residential treatment for pregnant women***
- ***Methadone treatment located in Clark County***
- ***Transitional housing***
- ***Affordable housing***

## **Veterans**

The Veterans Affairs (VA) Clark County office has 1,500 open files on homeless veterans in the metropolitan area. Affordable housing and an employment program are the primary needs of most of these individuals. Many of them also need services such as alcohol and drug treatment.

The VA operates a 60 bed transitional housing program in which participants stay for up to six months. Other VA facilities provide housing and services to more than 200 veterans. The Community Resource Section has five houses, each offering shelter to between four and six veterans. The Veterans Affairs Supported Housing (VASH) combines Section 8 certificates



with up to five years of case management for 25 veterans in the Vancouver area. The goal of the VASH program is to demonstrate that appropriate health and supportive services combined with case managed, safe and affordable housing, can help homeless veterans with severe psychiatric and/or substance abuse disorders lead healthy and productive lives in the community. Sixty-two of the units at Central Park Place will be reserved for veterans who are “clean and sober” and have case managers. The Shelter plus Care (S+C) program offers rental assistance and case management services to 40 homeless veterans. Eligibility requirements for S+C include having a diagnosis of chemical dependency or mental illness, being willing to work with a case manager and follow a treatment plan, and being able to perform routine activities of daily living. Lents House provides affordable single room occupancy housing and case management services to ten veterans.

On a national level, approximately one third of the homeless are veterans. Forty nine percent of the Clark County homeless persons surveyed in August 1999 are veterans, according to the point in time count. The VA operates a van providing outreach services to homeless veterans.

The VA’s supported work program offers veterans a chance to learn basic skills while working with a case manager. Comprehensive Work Therapy includes opportunities to be hired for work in a hospital setting.

A regional group of providers and advocates meet regularly to identify and prioritize housing needs for veterans in the Clark County/Portland area. The Community Homelessness Assessment, Local Education and Networking Group for Veterans (CHALENG) also meets on a regular basis to address the needs of veterans.

***Needs of Veterans:***

- ***Case-managed transitional, supported, and accessible housing.***
- ***Affordable, permanent housing, including single-room occupancy units and Section 8 vouchers and certificates.***
- ***Transitional housing.***
- ***Resource center - daytime facility offering job and shelter referrals, vocational rehabilitation assessment and training.***
- ***Job training to help veterans gain employment.***

## **Victims of Domestic Violence**

Emergency shelter is obviously crucial to victims of domestic violence. Transitional shelter and low-cost permanent housing are also vital elements of the community-based support services necessary to stop the cycle of violence. The lack of affordable housing often prevents victims of abuse from becoming independent. SafeChoice, operated by the YWCA, is Clark

County's only emergency shelter for victims of domestic violence. When it opened in 1976 the shelter was able to house 11 persons. In 1992, a larger facility increased capacity to 28 beds, however, the shelter is still able to serve only a fraction of the women and children seeking help. In 1998, SafeChoice provided shelter to 271 women and 290 children, but had to turn away another 809 individuals because of a lack of bed space. This means 59 percent of the women and children who sought shelter from domestic violence could not be served in Clark County. The table below illustrates the numbers served and turned away over the last seven years.

**TABLE 39**  
**Domestic Violence Victims Sheltered / Turned Away: 1992 - 1998**

<b>Year</b>	<b>Adults Served</b>	<b>Children Served</b>	<b>Domestic Violence Victims Turned Away</b>
1992	240	199	862
1993	335	330	1,000
1994	365	318	1,116
1995	324	303	1,416
1996	258	261	1,117
1997	340	322	912
1998	271	290	809
<b>TOTALS</b>	<b>2,133</b>	<b>2,023</b>	<b>7,232</b>

Source: Data supplied by SafeChoice.

Notes: The numbers turned away include only domestic violence victims. The figures are not broken down by county and may include victims from areas outside of Clark County.

Unlike other persons staying in shelters, victims of domestic violence often face continued danger if they go home. However, they lack the resources to find a safe home for themselves and their children. Women may be sheltered for up to 30 days. During this time, Safe Choice offers legal advocacy, support groups, and counseling.

Childcare is provided at the YWCA for women attending support groups or advocacy and counseling sessions. In addition, a preschool program for homeless children is provided through the YWCA for women at SafeChoice and other family shelters in Clark County. If they have not found housing within the time allotted, the women may have no alternative but to return to the home where they were originally abused. The SafeChoice staff is working on the provision of transitional housing for victims of domestic violence. One property owner donates the use of two apartments to women who pay only the cost of utilities. Far more housing is needed, as well as the range of services that enable victims to break the cycle and find safety in a permanent home.

***Needs of Domestic Violence Victims:***

- ***Additional emergency shelter beds***
- ***Additional emergency vouchers***
- ***Extended shelter stays***
- ***Transitional housing units with case management***
- ***Rental assistance***

- ***Affordable housing***
- ***Affordable legal representation***

## **Single-Parent Households**

In 1990, Clark County had 8,225 single-parent families with children less than 18 years of age. This number was equal to 24 percent of all households. A majority of these households (6,407) were headed by women and 1,818 families with children were headed by single males.

Single-parent households are likely to need affordable housing located near schools, day care and recreation facilities and with access to public transportation.

Families with female heads of household are more likely to need housing assistance because the average woman's salary is 75 percent of the average man's salary.

### ***Needs of Single-Parent Households:***

- ***Affordable housing near schools, day care, recreation, public transportation***

## **Migrant Farmworkers**

There is no accurate data on the number of migrant farm works in Clark County. It is assumed that if there are any the number would be small given that in 1998, 1.1 percent of the total state agricultural employment was in Clark County. According to the Washington State Employment Security publication Agricultural Workforce in Washington State 1998, Clark county averaged 1,120 farm workers, with January the low month with 770 workers and July the peak month of employment with 1,820 workers.

Clark County has no state-approved farmworker housing. There are no housing resources dedicated to the needs of farmworkers.

### ***Needs of Migrant Farmworkers:***

- ***Social and health services***

## **Persons at Risk of Becoming Homeless**

There are a number of factors that may put an individual or family at risk of becoming homeless. For an increasing number of people, their monthly income simply isn't enough to pay for housing, utilities and related costs in the expensive and rapidly growing Clark County housing market. Even when these households have sufficient income to pay rent, many do not earn enough to equal two or three times the monthly rent, plus savings for the first and last month, as required by many landlords.

Housing that is said to be "affordable" is often out of the reach for those earning less than 30 percent of the median income and paying more than half of it (considered a severe cost burden) for rent and utilities.

Table 40 illustrates the number of people estimated in 1994 to be threatened with homelessness. These include: persons in very-low income households and those paying over 50 percent of their income for housing and utilities, who may not be able to afford an increase in housing costs if their wages do not also rise. Victims of domestic violence who, because of abusive living situations, may not be able to return home and yet have no where else to go. Persons leaving detoxification facilities who may still be addicted and cannot find or afford housing. Households in need of emergency assistance for food, housing, or utility bills, indicating that they do not have enough income for basic necessities. Homeless persons leaving emergency or transitional housing who may not yet have sufficient income or life skills to locate and to remain in conventional housing.

**TABLE 40**  
**Number of Persons Threatened with Homelessness in Clark County**

<b>Reason for Being Threatened With Homelessness</b>	<b>Estimated Number of People</b>
Individuals in total households making less than 30 percent of county median family income	21,934
Individuals in low- and moderate-income households paying more than 50 percent of income for housing and utilities	19,772
Victims of domestic violence	2,195
Persons leaving detoxification centers	920
Persons receiving emergency assistance from Department of Social and Health Services	2,683
Homeless individuals who have moved from emergency or transitional housing into conventional housing	1,914
Individuals and families consistently not able to pay utility bills and who are being assisted by PUD program	240

Source: 1994-1998 Clark County Comprehensive Housing Affordability Strategy (CHAS).

Notes: Categories may be over-lapping and therefore an accurate total of all persons threatened is not possible to determine.

In August 1999 the Council for the Homeless surveyed people at emergency service facilities during the last week of the month and the first few days of September. Individuals surveyed included 1,318 people who are living doubled up with families and friends. Most of these people had a family crisis or lost their jobs. Another large segment were evicted or said the rent was too high. Many suffer from alcohol/substance abuse. Some fled domestic violence. Others are mentally ill or have just been released from an institution. All of these people are at risk of homelessness.

These individuals and families have a variety of needs, primarily: employment with wages sufficient to pay for basic living necessities and safe, affordable housing, stable living environments and accessible transportation to services. They also need on-going training and assistance in money management, job skills, budgeting, self-sufficiency, and household maintenance.

Service providers in Clark County have identified the following programs as critical to preventing low-income persons from becoming homeless:

***Needs of Persons at Risk of Homelessness:***

- ***Affordable permanent housing units of all sizes and types***
- ***Homeless prevention programs***
- ***Assistance with security deposits***
- ***Assistance with utility payments***
- ***Expanded service counseling***
- ***Short-term rent assistance/eviction prevention***
- ***Transitional housing with services***

## **Housing Needs of Homeless Persons and Families**

Information from shelter providers and human service agencies in Clark County indicate that the homeless population is growing.

- Between 1992 and 1993, there was an 8 percent rise in the number of individuals seeking shelter, compared to a 4.2 percent increase in the general population.
- In 1992, a one night homeless count of those seeking shelter totaled 245 individuals.
- In 1999, a one night homeless count found 488 people seeking shelter, including 134 dependent children in families and 51 homeless youth

Although counts of persons staying in shelters are available, it is difficult to accurately record the number of unsheltered homeless individuals. The Council for the Homeless uses both “point in time” counts and shelter statistics to assess the number of homeless individuals in Clark County.

## **Point in Time Count**

These counts record the number of homeless persons in shelters, on the streets, and in other locations within a specific period of time. They provide a snapshot of the population, but are not an accurate assessment of homelessness.

In October 1992 the Emergency Shelter Network conducted a point in time study of persons staying in shelters and those turned away. On that night, a total of 245 individuals were considered homeless. Seventy six percent of them, 95 adults and 92 children stayed in Clark County shelters. Twenty six percent, 58 people, were not sheltered primarily due to a lack of space. No count of the homeless visible in street locations was conducted.

In July 1997 the Council for the Homeless surveyed 242 people who were in shelters or sleeping in other places. The following information about the homeless population was gathered at that time.

- 49.6 percent of the homeless people surveyed were women;
- 70.4 percent of those people in shelters were women;
- 72.3 percent of the adults living in places other than shelters were men;
- 76.8 percent were Caucasian and 11.8 percent were African American;
- The average age of the adults was 36 years;
- The average age of the children was 8 years;
- 40 percent of the respondents said they had earned a high school diploma;
- The average length of time they had been homeless was 2 years;
- 70 percent said they had been homeless more than once; and
- 78 percent said they considered Clark County their home.

In August 1999, The Council for the homeless coordinated a housing and services survey – a “point-in-time” estimation of the homeless and at risk populations in Clark County. A total of 1,017 surveys collected, representing 1,807 people. Of those, 488 individuals surveyed were homeless (303 adults, 51 out of home youth, 134 dependent children). The other 1,319 persons were considered at- risk of homelessness, because they were accessing emergency food, financial, or medical services. This was an incomplete census due to limitations of time; staff and the characteristics of homeless people themselves. However, we can say that this was the largest census to date.

Highlights of the data include:

- 249 people were in a shelter and 239 were living on the street;
- 37 dependent children were without shelter;
- the number of homeless women in shelters equaled those on the street (65 each);
- the average length of time people have been homeless is two years;
- 90 percent of the homeless people under age 18 have been homeless more than once;
- for those under 18, the primary reasons for homelessness were; family crisis and alcohol/substance abuse;
- 57 percent of the homeless adults have been homeless more than once;
- for adults, the primary reasons for homelessness were; job loss, alcohol/substance abuse, family crisis, eviction and rent too high;
- 40 of the homeless adults and 5 homeless youth work full time;
- 82 percent were Caucasian, 5 percent African-American, 3 percent Hispanic and 3 percent Native American;
- 67 of the homeless adults have attended college and another 26 were college graduates;
- 15 percent of the homeless people have lived in Clark County for more than twenty years and 27 percent for more than five years; and
- a total of 382 people were doubled-up with friends or family and 52 percent of them paid some rent.

### **Clark County Emergency Shelter Clearinghouse Statistics**

In 1989, the Clark County Council for the Homeless established the Emergency Shelter Clearinghouse, a telephone hotline and referral service for people seeking shelter. The primary function of the Clearinghouse is to conduct limited assessments and to make referrals to appropriate shelter serving singles, couples, youth families and victims of domestic violence.

The Clearinghouse operates a telephone hotline for people seeking shelter 9:00 AM to 8:00 PM seven days a week. Hotline callers and shelter users are asked for demographic information as part of the Homeless Management Information system. Through the hotline, service providers are able to track the number of persons seeking shelter, the number of shelter beds available on any given night, and the number of people turned away. The Clearinghouse also provides access to the Salvation Army prevention assistance and offers Community Voice Mail service to all Clark County shelters and transitional housing programs.

In 1997, the Clearinghouse received 3,001 telephone inquiries for emergency shelter. They referred 1,045 individuals to shelter and turned away another 1,915, primarily due to a lack of space.



In 1998, the Clearinghouse received 2,517 calls for shelter, representing 6,149 persons. They linked 2,984 individuals to shelter. Another 3,076 persons were turned away due to a lack of space or other problems, such as severe mental illness, that the shelters were unable to accommodate. Over the period of one year, Clark County shelters and the Salvation Army provided assistance to 3,676 individuals with a total of 78,236 bednights. Of those persons calling the Clearinghouse in 1998, the following information is known:

- 2,842 (46 percent) were under the age of 18 and were within families;
- 11 individuals were 70 years of age or older;
- 40 were veterans of the Vietnam war;
- 92 were veterans of other wars;
- 67 percent of the callers were residents of Clark County; and
- 1,641 of the callers were single women and 742 were couples.

In the first eight months of 1999, the Clearinghouse received 2,736 calls representing 6,365 people, 80 percent of whom are Clark County residents. Approximately half of the callers, or 3,411 people, received a shelter referral. One third of the people seeking shelter were children.

## **Homeless Youth**

Homeless youth are defined as persons under the age of 21 who are living out-of-home and in unsafe or unstable conditions, including those in transient living situations, and those who are not receiving services through the Department of Social and Health Services. There is an urgent need for transitional living programs and services for these young people.

During the 1993-94 school year, the Council for the Homeless surveyed the counseling staff of high schools, junior high schools, middle schools, alternative schools and vocational programs in Clark County to determine the number of homeless youth. The study determined that 392 students from grades 6 through 12 were reported as being out-of-home. At that time, 158 young people were reported as homeless from Vancouver, 152 from eastern Clark County and 82 from northern Clark County.

In 1998, Clearinghouse records show that a total of 913 youth ages 12 to 21 sought shelter. The Oak Bridge Youth Shelter operates a 24-hour Youth Crisis Line to provide access to its shelter as well as to offer counseling and referrals to other services.

In the 1999 point-in-time survey of Clark County Homeless & At-risk Households, 51 out-of-home youth were counted 80 percent of them living on the street.

## **Shelter Service Levels**

The Clearinghouse also maintains a separate database of reports submitted by homeless shelters that include walk-ins not referred through the Clearinghouse. A summary of service levels at individual shelters in 1999 is presented in Table 41. At the bottom of the table, the 1997 and 1998 totals are included for comparison. These totals document the growing number of homeless families and individuals.

**TABLE 41**  
**Homeless Shelters Service Levels: 1999**

Shelter	Primary Clients	Total Housed	Turned Away	Bednights
SafeChoice	Domestic violence victims and their families	490	1,263	7302
Valley Homestead	Families	782	151	11,873
Inn at the Orchard	Families	626	83	12,424
Open House	Families	466	0	30,251
Share House	Single Males	520	1,315	13,678
Oakbridge	Youth	203	119	646
Salvation Army	All	321	63	504
Oakgrove	Youth	45	1	116
Treasure House	Families	39	86	1,219
<b>1999 TOTALS</b>		<b>3,494</b>	<b>3,083</b>	<b>78,013</b>
<b>1998 TOTALS</b>		<b>3,676</b>	<b>2,285</b>	<b>78,236</b>
<b>1997 TOTALS</b>		<b>3,368</b>	<b>2,220</b>	<b>72,806</b>

Source: Emergency Shelter Clearinghouse.

The maximum stay at Valley Homestead, Inn at the Orchard and SafeChoice is 30 days with a possible extension for an additional 30 days. The maximum time an individual or household can be sheltered in Clark County is 120 days per year. The one exception to this is Open House, which allows people to remain as long as they are working on a program.

There are growing numbers of transitional housing options available to households coming out of the emergency shelter system. Operation Homestretch, operated by the Vancouver Housing Authority, provides grant funded rental assistance and case management to ten families for a period of up to two years. Each family is responsible for finding an apartment and paying 30 percent of its income for rent. On Our Way, also a VHA program serves additional eleven families using a combination of Section 8 vouchers and case management. Six Veteran Administration houses are also included in the On Our Way program. YW Housing offers a transitional housing program for a woman that is described in another section of this document.

The Council for the Homeless has worked with the Vancouver Housing Authority and Clark County Department of Community Services and other non-profit providers to directly link transitional housing programs to emergency homeless shelters.

**Open House Ministries** operates a 107-unit facility of which 50 beds serve as a *Transitional shelter* program for families, couples, and single women. Additionally, Open House manages *Transitional Housing Program* through 25 off-site apartment units and is planning an

expansion to 45 units. Support services offered by Open House include: on-site medical clinic staffed by Interns from SW Washington Medical Center; Children's Education Center; and individual and group therapy offered by Good Samaritan Counseling. Open House also is working to expand its collaboration with a tax credit financed apartment complex to place and case manages former residents in 45 affordable apartments.

**On Our Way** in 1990, the Coalition of Service providers and Vancouver Housing Authority established the "On our Way" program for families and singles. This innovative program utilizes a set-aside of 17 Section 8 certificates to provide transitional housing to 26 individuals and families in group homes, shared apartments, and single family dwellings. Joint case management is provided by participating social service agencies, including YWCA Safe Choice, Share, Inc., Columbia River Mental Health Services, and the Department of Veterans Affairs Supported Housing Section.

**Operation Homestretch** In 1991, Clark County Department of Community Services received funding through the Supportive Housing Demonstration Program to begin a leased transitional housing program for 10 families exiting the family shelters. Grantee status for this program was transferred from Clark County Department of Community Services to the Vancouver Housing Authority as part of the 1996 renewal grant.

**YW Housing**, a four year old non-profit founded by the YWCA of Clark County, was formed to meet the growing need for transitional housing for women with and without children. Six group living environment houses are presently in operation including three bedroom Watson house, five bedroom McLoughlin House, four bedroom Hyde Park House, six bedroom SWIFT house, five bedroom Ambers Place and five bedroom Key House. Case management is provided in partnership with Clark County Community Service and Corrections and State Dept. of Corrections.

**Central Park Place** (SRO) with a 1996 \$400,000 McKinney grant as leverage, an additional \$4.8 million was raised to finance construction of a 124 unit transitional SRO for very low income and special needs adults. This successful project opened in August, 1999.

Another successful McKinney project is *Orchard Glen Transitional Housing*, sponsored by the Vancouver Housing Authority. This project expands the transitional housing portfolio available by providing additional transitional housing for families, a high priority population group and a major housing gap in the system. This project will provide an immediate increase of 15 units of transitional housing for families. Case management will be provided through the Wise moves Case management program and will admit clients only from Inn at the Orchards family shelter, the Valley Homestead family shelter, and the Safe Choice domestic violence shelter.

**Wise Moves** is funded through a McKinney grant and is a coordinated case management system for providing case management and supportive services for 52 homeless families per

year in Clark County. YW Housing and Share, Inc., will collaborate to provide services to include health care, education and employment assistance, as well as childcare for families not eligible for TANF childcare funds. Housing will be provided through the VHA's Orchard Glen Transitional Housing Project and through YW Housing units.

## **Service and Planning Coordination**

The Council for the Homeless was created to provide leadership in responding to the needs of the homeless and near homeless in Clark County. Established in 1989 through an Intergovernmental Agreement between the City of Vancouver, Clark County and the Vancouver Housing Authority, the Council's mission is to end homelessness in Clark County through prevention, advocacy, educating the community, comprehensive planning, coordination of programs and support to direct service providers. The Council's membership includes representatives from nonprofits, banks, veterans' groups, clergy, Realtors, housing developers, service providers, neighborhood leaders, formerly homeless people, and officials of the City of Vancouver, Clark County and Vancouver Housing Authority.

To ensure successful linkage between the development of homeless programs and other community services, the Council established the Coalition of Service Providers. This network of 30 agencies meets monthly to coordinate supportive services provided throughout the Continuum of Care.

Other activities of the Council include: the development of guidelines for shelter operation; coordination with city and county planning departments to establish incentives for the construction of affordable housing for low-income people; work towards the establishment of a classroom to serve homeless children at an elementary school; and development of informational and educational materials.

Most federal and state sources of funding for homeless programs are for the development and construction of new programs, and cannot be used for staffing and other operating costs for existing shelters. Planning for new services and facilities must consider long-term operating needs and costs, including those of the shelter system, and fund these adequately.

## **The Continuum of Care**

Historically, services for homeless individuals and families have focused on emergency shelter and other services designed to meet immediate needs for food and shelter. For many homeless persons such assistance is simply not enough to enable them to maintain permanent housing. In 1994, approximately one fourth of the people staying in shelters returned within one year.

It is now recognized that a more successful approach to assisting persons to permanently leave homelessness is through a "continuum of care" emphasizing a wide and comprehensive range of services.

The Clark County Continuum of Care Plan is prepared annually by the Council for the Homeless in collaboration with local non-profit homeless service providers, government agencies, business and neighborhood associations, and formerly homeless persons. Development of Clark County's Continuum of Care began in 1989 and serves as a model for Washington State and the Pacific Northwest. Clark County's Continuum of Care is a comprehensive system providing prevention, outreach and assessment, supportive services, emergency shelter, and transitional and permanent housing.

The key elements for organization and coordination of the Continuum of Care are four groups that meet regularly and are linked through cross-membership with the Council for the Homeless. In addition to the Council for the Homeless, they are the Continuum of Care Planning Group, Coalition of Service-Providers, and Emergency Shelter Clearinghouse Committee.

The Continuum of Care Planning Group had not yet adopted the 2000 COC Plan at the time the Consolidated Plan was finalized. The 1999, Continuum of Care included the following strategies:

- Strategy 1.** Develop transitional housing for families and children. In partnership with VHA, YW Housing and other non profit housing developers, create 100 new units of transitional housing for families with children and dispersed throughout the County.
- Strategy 2.** Develop housing alternatives for chemically dependent homeless families and single individuals.
- Strategy 3.** Develop Clark County's capacity to provide job and education related child care and transportation assistance to families in shelters and transitional housing programs.
- Strategy 4.** Build Clark County's capacity to provide mental health and chemical dependency treatment for the homeless.
- Strategy 5.** Outcome evaluation – develop a system wide outcome evaluation program for shelters and transitional housing providers utilizing the CHANGE (Community Homeless Assistance Network and Exchange) system.
- Strategy 6.** Prevention – prevent homelessness through early intervention for individuals and families.

**Strategy 7.** Outreach and assessment – continue to expand the County’s capacity to coordinate outreach, assessment and referral of all homeless populations.

### ***Gaps in the Continuum of Care***

The County’s 1999 Continuum of Care Application for federal funds was developed from a community wide planning effort and identified the following major gaps in the system.

**Gap 1. Developing transitional housing.** There is a significant gap between the availability of shelter beds and transitional housing. Providers are forced to either extend shelter stays or attempt to prepare a family or individual to move within 30 days into housing without support services. As a result, many households cycle through the emergency shelters several times before gathering the resources necessary to move into non-assisted housing.

**Gap 2. Meeting the treatment and housing needs of homeless persons with substance use and/or mental illness.** The needs of those affected by substance addiction; mental illness or multiple diagnoses are not adequately met by emergency shelter, transitional or permanent housing programs. The present level of case management and support services offered at the shelters are not sufficient to address serious health, mental illness or chemical dependency issues. As a result, these individuals often end up in emergency rooms, detox or jail. For those who do access shelter, the lack of pre-treatment and post-treatment housing limits the long-term effectiveness of these programs. Families with children are particularly in need.

**Gap 3. Evaluating Outcomes.** In spite of having a centralized homeless shelter referral system, the absence of an integrated and standardized data collection system that tracks clients throughout the Continuum of Care and its constituent programs, leaves the County without an accurate picture of homelessness. There is a need to link together outreach, shelter and transitional housing data to assist in the evaluation of outcomes.

The Continuum of Care funding application outlines three projects designed to fill the gaps, as follows:

#### **Transitional Housing for Families**

1. Orchard Glen Transitional Housing: to provide rent subsidy for 15 families at the VHA’s new apartment complex.
2. Wise Moves: to provide case management and housing search assistance to families leaving Inn at the Orchard and Valley Homestead family shelters and/or in need of transitional housing assistance in alcohol and drug free environments.

### Outcome Evaluation and Computerized Coordination

3. CHANGE (Community Homeless Assistance Network and Exchange): to finalize the links between shelters, other service providers, and the Council for the Homeless by hiring a network administrator and outcome evaluation specialist to administer the project.

The greatest barrier to implementing a continuum of care approach is funding. While start-up funds for shelters and shelter services are available, operating funds are much more difficult to secure. Uncertainty about availability of future federal and state funds also places the shelter system in a precarious and vulnerable position. In order for a continuum of care concept to be successfully implemented, there must be adequate resources and a coordinated effort among service providers. Table 42 and 43 summarizes the facilities and services for homeless individuals and families in Clark County.



**TABLE 42**  
**Clark County Facilities and Services for the Homeless**

*Each shelter provides a basic level of supportive services including case management, meals, resource rooms, children's programs and parenting classes. More intensive services such as counseling, drug and alcohol treatment, health care and school transportation are provided through cooperative agreements and referrals to local social service agencies.*

<b>Agency/Program</b>	<b>Number of Emergency Beds/Vouchers</b>	<b>Food</b>	<b>Clothing</b>	<b>Misc. Financial Assistance</b>	<b>Advocacy</b>	<b>Transportation Assistance</b>	<b>Notes</b>
Council for the Homeless	N	N	N	N	Y	N	Planning and coordination of services for homeless persons.
Emergency Shelter Clearinghouse	N	N	N	N	Y	N	Referral service for all Clark County shelters. Community voice mail accounts for 300 individuals.
Dept. of Social and Health Services	N	N	N	Y	Y	N	Various programs which provide one-time assistance to households in crisis.
Education Service Dist. & Vancouver School Dist.	N	N	Y	N	N	Y	Transportation and special classroom for homeless children. Also Children's Education Center at shelters.
YWCA Y's care	N	Y	Y	N	Y	N	Day Care program for preschool children of all shelters.
SW Washington Medical Center and Health District	N	N	N	N	N	N	Health clinic at open House Ministries and RN visits to other shelters on weekly basis.
Oakbridge Janus Youth Program	10 beds	Y	N	N	Y	N	Emergency shelter for youth. 5-day stay.
Share, Inc. - Valley Homestead Shelter	50 beds	Y	N	Y	Y	N	Emergency shelter for families with children and single women. Limited case-management. 60-day stay.
Share, Inc. - Inn at the Orchard	50 beds	Y	N	Y	Y	N	Emergency shelter for families with children and single women. Limited case management. 60-day stay.

Share Inc. – Emergency Shelter	37 beds	Y	N	N	N	N	Emergency shelter for single men. 3-day stay.
-----------------------------------	---------	---	---	---	---	---	---



**TABLE 42 (CONTINUED)**  
**Clark County Facilities and Services for the Homeless**

<b>Agency/Program</b>	<b>Number of Emergency Beds/Vouchers</b>	<b>Food</b>	<b>Clothing</b>	<b>Misc. Financial Assistance</b>	<b>Advocacy</b>	<b>Transportation Assistance</b>	<b>Notes</b>
Share Inc. - Soup Kitchen	N	Y	N	N	N	N	3 free meals a day to homeless persons. Serve an average of 200 people daily.
Share Inc. - Resource Center	N	Y	Y	N	N	Y	Drop-in center with showers and laundry facilities for single homeless persons. Contacts to appropriate agencies. Voice mail boxes.
Share, Inc. - Project Access	N	N	N	N	N	N	Outreach program to engage homeless campers in services and provide access to the men's shelter.
Share, Inc. - Job Training	N	Y	N	Y	N	N	24 month Resident Staff Training Program offers room, board & stipend. Placement assistance.
Open House Ministries - Shelter	107 beds	Y	N	N	N	N	50 beds serve as transitional shelter program for families, couples and singles.
Open House Ministries - Transitional Housing	25	N	N	N	N	N	Transitional housing for families and single women.
Salvation Army	Voucher program	Y	Y	Y	Y	Y	Motel vouchers when shelters are full.
InterFaith Treasure House	Voucher program						Motel vouchers to families in Camas and Washougal.
Dept. of Social & Health Services	N	N	N	N	N	N	Provides rent and utilities assistance to forestall evictions.
St. Vincent de Paul	N	Y	N	N	N	N	Operates food banks in Vancouver, Battle Ground, Camas, and the St. Johns area.
Vancouver Housing Authority	17	N	N	N	Y	N	Section 8 certificates for transitional housing. Consortium of agencies provides case

- On Our Way							management services.
--------------	--	--	--	--	--	--	----------------------

**TABLE 42 (CONTINUED)**  
**Clark County Facilities and Services for the Homeless**

<b>Agency/Program</b>	<b>Number of Emergency Beds/Vouchers</b>	<b>Food</b>	<b>Clothing</b>	<b>Misc. Financial Assistance</b>	<b>Advocacy</b>	<b>Transportation Assistance</b>	<b>Notes</b>
Vancouver Housing Authority - Operation Homestretch	10	N	N	N	N	N	Leased transitional housing program for families exiting shelters.
Vancouver Housing Authority – Central Park Place	92	N	N	N	N	N	92 transitional units, 36 permanent units.
Veterans Administration Domiciliary	60 beds	Y	N	Y	Y	Y	Transitional housing program for single male and female veterans. Substance abuse treatment, job training. 6-month stay.
Clark Co. Veterans Assistance Fund	N	N	N	N	N	N	Emergency rent and utility assistance to qualified veterans.
YW Housing	28 beds	N	N	N	Y	Y	Group living environments for women and women with children.
YWCA – SafeChoice Shelter	28 beds	Y	Y	N	Y	N	Emergency shelter for women and children who are victims of domestic violence. Limited case management. 30-day stay.
Churches	N	Y	Y	N	Y	Y	Local churches and non-profit organizations operate food banks throughout Clark County.
Stop Hunger Warehouse	N	Y	N	N	N	N	Central distribution program for all area food banks. Also distributes donated furnishings.
Esther Short Park Meal Program	N	Y	N	N	N	N	Free meal provided in park to homeless people on Sunday afternoons. Food and labor provided by local churches.
FISH - Food Banks	N	Y	N	N	N	N	Food banks in Vancouver and the Orchards area.

Sources: 1999 Continuum of care application

**TABLE 43**  
**Homeless and Special Needs Population**

		<b>Estimated Need</b>	<b>Current Inventory</b>	<b>Unmet Need / Gap</b>	<b>Relative Priority *</b>
<b>Individuals</b>					
<b>Example</b>	<b>Emergency Shelter</b>	<b>115</b>	<b>89</b>	<b>26</b>	<b>M</b>
<b>Beds / Units</b>	Emergency Shelter	140	51	89	M
	Transitional Housing	210	139	71	L
	Permanent Housing	150	104	46	L
	Total	500	294	206	
<b>Estimated Supportive Services Slots</b>	Job Training	150	75	75	M
	Case Management	350	288	62	L
	Substance Abuse Treatment	143	15	128	H
	Mental Health Care	170	116	54	M
	Housing Placement	300	288	12	L
	Life Skills Training	350	288	62	L
	Other (Street Outreach)	200	150	60	M
<b>Estimated Sub- Populations</b>	Chronic Substance Abusers	100	10	90	H
	Seriously Mentally Ill	100	66	34	L
	Dually – Diagnosed	50	10	40	H
	Veterans	100	60	40	L
	Persons with HIV/AIDS	40	20	20	M
	Victims of Domestic Violence	30	5	25	H
	Youth	75	18	57	H
	Other				
<b>Persons in Families with Children</b>					
<b>Example</b>	<b>Emergency Shelter</b>	<b>115</b>	<b>89</b>	<b>26</b>	<b>M</b>
<b>Beds / Units</b>	Emergency Shelter	250	172	78	L
	Transitional Housing	310	188	122	H
	Permanent Housing	100	28	72	H
	Total	660	388	272	
<b>Estimated Supportive Services Slots</b>	Job Training	250	50	200	H
	Case Management	350	216	134	H
	Substance Abuse Treatment	78	5	73	H
	Mental Health Care	75	25	50	M
	Housing Placement	100	10	90	M
	Life Skills Training	310	200	110	M
	Other (Child Care)	200	20	180	H
<b>Estimated Sub- Populations</b>	Chronic Substance Abusers	100	10	90	H
	Seriously Mentally Ill	75	25	50	M
	Dually – Diagnosed	50	25	25	M
	Veterans	30	15	15	L
	Persons with HIV/AIDS	25	12	13	L
	Victims of Domestic Violence	100	23	77	H
	Youth				
	Other				

\* Low, Medium, High

<b>Table 44</b> <b>Special Needs of the Non-Homeless</b>			
<b>Sub-Populations</b>	<b>Priority Need High, Medium, Low, No Such Need</b>	<b>Estimated Priority Units</b>	<b>Estimated Dollars to Address</b>
Elderly	H	1,000	100,000
Frail Elderly	H	2,600	260,000
Severe Mental Illness	H	740	74,000
Developmentally Disabled	H	1,110	111,000
Physically Disabled	H	710	71,000
Persons w/ Alcohol/Other Drug Addictions	H	2,000	200,000
Persons w/ HIV/AIDS	H	35	3,500
Other (Specify)			
<b>Total</b>		<b>8,195</b>	<b>\$819,500</b>

### **Permanent Housing**

Farmers' Home Administration provided 183 units of housing in the County. The majority of affordable units have been developed the Vancouver Housing Authority.

VHA coordinates with the emergency shelters and other nonprofit special needs service providers to place their clients into subsidized housing. However, it can take three to five years to get to the top of the waiting list for these programs. Therefore, shelter residents have limited access to housing outside of the special transitional housing units that are set-aside for this population.

In 1999, the following housing was provided, managed or being developed, by the VHA:

- 1,158 units of Workforce housing for families at or below 80 percent of median;
- 376 units of Workforce housing under development;
- 1,367 Section 8 vouchers;
- 575 units of Low Rent Public Housing;
- 252 Section 8 New Construction ;
- 155 units managed by VHA (owned by CNPH);
- 45 units under development (elderly);
- 60 units of Special Needs Housing under development (assisted living/frail elderly);
- 312 units in Home Ownership Programs.

Central Park Place opened in 1999, offering 124 units of transitional and permanent housing in Vancouver. Thirty-five of the units are studios and the others are single room occupancy

(SRO). Half of the units are reserved for veterans. All of the residents are required to be “clean and sober” and all will have case managers.



***Needs of Homeless Persons:***

- ***Affordable housing units of all sizes and types***
- ***Outreach to persons not in shelters, especially outside of Vancouver***
- ***In depth needs assessment at shelters***
- ***Additional shelter bed space for couples and families***
- ***Additional child care for families and women in shelters***
- ***Health, vision and dental services***
- ***Children's supportive services on-site at emergency shelters***
- ***Crisis/emergency shelter bed space for persons with mental illness and/or substance abuse problems***
- ***Emergency shelter for youth***
- ***Transitional housing combined with case management***
- ***Transitional housing with services for youth***
- ***Assistance with security deposits***
- ***Rent assistance programs combined with case management***
- ***Job training skills and placement services***
- ***Clean-up and resource center for individuals***

## **SUMMARY OF HOUSING AND HOMELESS PRIORITIES**

Special population groups share a need for supportive housing that is affordable to people with low incomes. As described in this Plan, these groups include people with developmental or physical disabilities, mental illness, HIV/AIDS, victims of domestic abuse, veterans, frail/elderly, those affected by alcohol/substance abuse, migrant farmworkers, single parent households, people at risk of homelessness and those who are homeless.

All of these people need permanent housing that is affordable to households with low incomes; in most cases less than 30 percent of area median. Support services range from counseling and supervision to case management and may be provided either on or off site. Medical care, mental health services and treatment for addiction are often critical needs.

The number of people in each of these groups is difficult to determine. Most service providers estimate that the figure is considerably larger than the total number of individuals their agency serves. The generally accepted method of estimating various populations is by using a prevalence formula derived from national census statistics. In every case, the estimates uphold the providers' assumption that far more people need supportive services than are actually receiving them.

There are some advantages to dividing the low income and homeless populations into subgroups according to their specific needs. Identifying the unique service needs of each group is essential to the design and staffing of a successful program. However, it is important

to avoid focusing too much attention on the differences and in so doing lose sight of the root causes of homelessness that affect all of the groups uniformly – lack of both adequate income and affordable housing.

Although the number of people who are homeless cannot be ascertained with accuracy, the survey conducted by the Council for the Homeless in 1999 provides an excellent reference point. Surveys were administered to people seeking emergency assistance during the last week in August and the first few days of September. Some of the people surveyed are paying rent but their need for emergency aid indicates that they are at risk of homelessness. Table 41 displays the survey results. Additional information from the survey is included in Appendix E. Based upon this data, and statistics from the Emergency Shelter Clearinghouse, it is clear that the homeless population is increasing.

**TABLE 45**  
**Clark County Homeless Population: 1999**  
**One-night count of Clark County homeless Population, 1999**

	<b>Homeless</b>			<b>Doubled-up with Family or Friends</b>		<b>Pay Rent to Landlord</b>	<b>Total Interviewed</b>
<b>AGE</b>	<b>Shelter</b>	<b>Streets</b>	<b>Total</b>	<b>Some Rent</b>	<b>No Rent</b>		
Dependent children	97	37	134	86	57	513	790
Unaccompanied minors (<18)	51	10	41	10	33	9	103
18 - 54	135	140	275	98	87	382	842
55+	9	19	28	3	8	33	72
Persons Surveyed	152	202	354	111	128	424	1,017
Total Persons Represented	249	239	488	197	185	937	1,807

Source: Council for the Homeless.

The Housing Element of the Clark County 20 Year Comprehensive Growth Management Plan estimates that approximately 32,000 housing units will be needed by 2010 for households earning less than \$15,000. This income would equal 30 percent of area median for a family of four in 1999.

Based upon the information that has been presented in this Plan and testimony that has been presented at the public meetings, a summary of the County's priority housing needs is included in Appendix G.

## CONDITION OF HOUSING

For the purposes of the H&CD Plan, the County relies on the definitions used by the Department of Community Service's Housing Rehabilitation Program to describe the condition of housing.

- **Standard Housing Unit:** Any dwelling or portion thereof which meets the U.S. Department of Housing and Urban Development's Housing Quality Standards and the Uniform Housing Code Standards.
- **Substandard Housing Unit:** Any dwelling or portion thereof which does not meet the U.S. Department of Housing and Urban Development's Housing Quality Standards and the Uniform Housing Code Standards.
- **Substandard and Suitable for Rehabilitation:** A building with a sound basic structure for which the cost of rehabilitation, plus any outstanding mortgage or lien, does not exceed 95 percent of the value of the property after rehabilitation, and the cost is reasonable as determined by rehabilitation specialists.

Information from several sources has been used to provide a general overview of the condition of housing stock in Clark County. Those sources, and the information they provide, are discussed below.

### ***Clark County Assessor***

The Clark County Assessor's offices uses a system in which single-family residential units receive a rating of condition based on the exterior of the building. Although an exterior assessment may not provide an accurate evaluation it is generally indicative of the overall condition of the building. The data's greatest limitation is that it only provides information for single-family dwellings. Apartments, duplexes, and condominiums are not included.

Table 46 indicates, based on the Assessor's rating system, the condition of housing in Clark County as of January 1995 and 1999. Generally, houses that are ranked under the "Fair" category are those most in need of rehabilitation and for which it may still be cost efficient to do so. Homes ranked under the "Badly Worn" category are generally in such a state of disrepair that it would not be financially feasible to rehabilitate.

**TABLE 46**  
**Condition of Single-Family Units in Clark County: January\* 1995 & 1999**

	Excellent	Very Good	Good	Average	Fair**	Badly Worn	Total
<b>1999</b>							
Number of Units	659	786	10,735	85,804	5,976	1,683	105,643
Percent	<1%	<1%	10.1%	81.2%	5.6%	1.5%	100%
<b>1995</b>							
Number of Units	5,701	2,048	11,590	47,252	4,698	654	71,943
Percent	7.9%	2.8%	16.1%	65.7%	6.5%	<1%	100%

Source: Clark County Department of Assessment and GIS.

Notes: \*January 30, 1995 and January 1, 1999.

\*\*In 1995, the last two categories were "Badly Worn" (now called "Fair") and "Worn Out" (now referred to as "Badly Worn").

It is interesting to note that, while the total number of units has increased, both the number and percentage of homes described as either in Excellent or Very Good condition has declined.

In 1999, approximately 5.6 percent of the homes were defined as needing rehabilitation. It is not known how many of these houses are occupied by low-income households, but it can be estimated that a relatively high percentage are. Low-income households tend to have limited resources for home repair, and often choose to spend their income on basic necessities such as food, utilities, and transportation. A number of these units may also be occupied by low-income elderly persons who have neither the income nor the physical ability to maintain their housing units. Federal and state housing rehabilitation funds should be directed towards this group of nearly 6,000 homes.

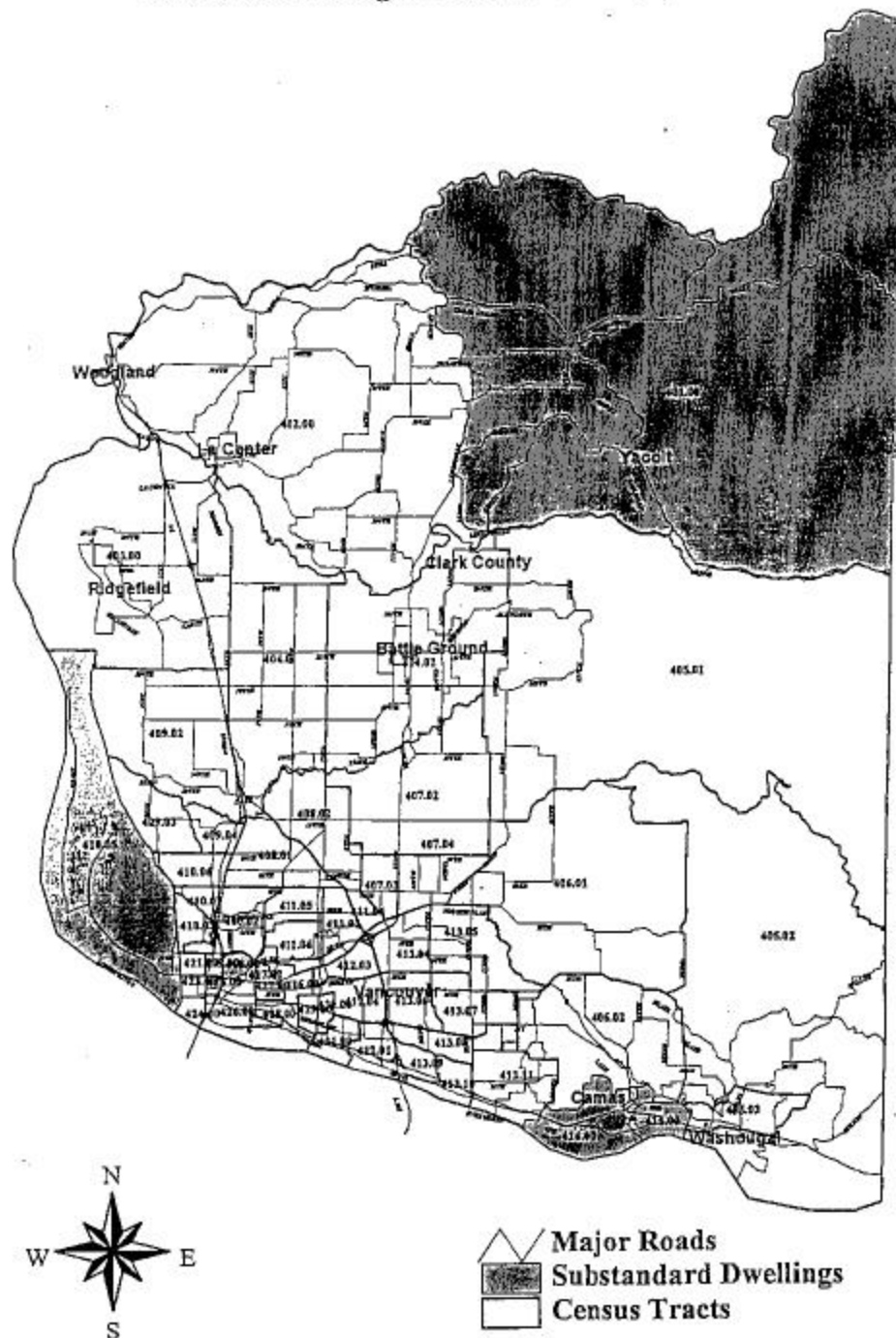
Census tracts that, in 1995, had units identified as either in need of rehabilitation or beyond such efforts at a percentage level that was at least two times greater than that of the County as a whole are shown on Table 47 and Map D. Three of these Census tracts, (410.05, 417, and 418) are also identified as low/moderate income areas.

**TABLE 47**  
**Clark County Census Tracts with**  
**Concentrations of Substandard Single-Family Dwellings: 1995**

<b>Census Tract</b>	<b>Number of Single-Family Units in "Fair" or "Badly Worn" Condition</b>	<b>percent of Total Number of Single-Family Units in Census Tract</b>
All Clark County Census Tracts	5,352	7.4%
401	261	19.6%
410.05	69	15.2%
414	208	18.1%
415	132	19.8%
417	137	20.6%
418	438	46.0%

Source: Clark County Department of Assessment and GIS

# Map D Clark County Census Tracts with Concentrations of Substandard Single Family Dwellings, 1990



## **Clark County Housing Study Telephone Survey**

A 1,200-person telephone survey of Clark County residents conducted for the Clark County Housing Study in March 1990 included questions as to whether or not the respondent's home needed repairs. Approximately 14 percent of the respondents indicated that their home needed roof or gutter repairs. Six percent indicated a need for electrical repairs, 7 percent for plumbing repairs, and 3 percent for foundation repairs.

## **1990 U.S. Census**

The Census collected limited information about particular aspects of housing units that may, when considered together, be used to draw general conclusions about a unit's overall condition. For this analysis, it is assumed those units known to be overcrowded and which lack complete plumbing facilities are more likely to be in a substandard condition. Based on this assumption, information from the Census indicates that in 1990 Clark County had:

- 1,306 substandard owner-occupied units
- 1,809 substandard renter-occupied units

Using this information, and applying a standard "rule of thumb" estimate that 88 percent of the units that are substandard are suitable for rehabilitation, it can be concluded that:

- 1,149 substandard owner-occupied units are suitable for rehabilitation
- 1,592 substandard renter-occupied units are suitable for rehabilitation

Now, assuming that substandard housing is occupied by lower-income households in direct proportion to the proportion of all households that are lower-income, the number of substandard housing units occupied by lower-income households can be estimated.

On this basis, it is estimated that 1,194 substandard rental units or 66 percent of all substandard rental units are occupied by households earning less than 80 percent of median family income. Of these:

- 600 are occupied by very-low income households (50.3 percent)
- 425 are occupied by low-income households (35.6 percent)
- 169 are occupied by moderate-income households (14.2 percent)

Approximately 470 substandard owner-occupied units or 36 percent of all substandard owner-owned units are occupied by households earning less than 80 percent of median family income. Of these:

- 162 are occupied by very-low income households (34.5 percent)
- 198 are occupied by low-income households (42.1 percent)



- 110 are occupied by moderate-income households (23.4 percent)

It can be assumed that the number of elderly living in substandard housing and having a household income less than 80 percent of the median is comparable to the number of elderly in the county as a whole who have incomes less than 80 percent of the median. Using this method, it can be determined that 43 percent (202) of the owner-occupied substandard housing was occupied by a lower income elderly household, while 18 percent (215) of the substandard rental housing was occupied by a lower income elderly or single person household.

### ***City of Vancouver Downtown Housing Study***

The City of Vancouver is conducting a housing study to analyze the current inventory of the housing units in the downtown area. The study will provide information regarding the existing housing stock – age, unit size (i.e. number of bedrooms), type (rental or ownership) and current income levels and rent amounts. Boundaries identified for the study encompass the areas zoned Downtown Commercial, and north to Fourth Plain Boulevard in the Community Commercial zone along Main Street. The City intends to address the potential loss of affordable housing units in its targeted downtown revitalization efforts. Through proposed policy development from the Housing Study, the City will attempt to ensure that additional affordable housing will be created to balance the market rate housing being constructed in its revitalization efforts currently underway.

Once the identification of current housing stock is complete, the City will assess the information and its current housing policies to further optimize affordable housing opportunities and development in this targeted geographic area. All opportunities, such as potential tax credits, credit enhancement fees, general obligation bonds, and housing development initiatives will be reviewed for potential application to the mission of obtaining a rational mix of affordable housing stock in the City's downtown core area and other areas.

### **LEAD-BASED PAINT HAZARDS**

Lead exposure is considered to be one of the major environmental health problems in the United States. Exposure to lead can come from a number of sources, including air, food, drinking water, soil, dust, and house paint. In housing, it is considered a particularly alarming problem because of the potential for exposure to children. Since the nervous and circulatory systems in young children are not fully developed, lead and other toxicants can easily enter the brain. Chronic (long-term) exposure to even low levels of lead can cause irreversible learning difficulties, mental retardation, and neurological and physical damage. Children under the age of six and unborn babies are most susceptible to these toxic effects. Most at risk are children living in homes built before 1960 that have blistering paint or are undergoing remodeling, and those having a parent whose work or hobbies involve exposure

to lead (Toxic Substances Fact Sheet, Washington State Department of Environmental Health, July 1991 and Washington State Department of Health press release, November 10, 1999).

It is thought those homes in Washington and other western states have not experienced as much lead exposure as homes in eastern and Midwestern states where structures are generally older and cities are more industrialized (Washington State Department of Health press release, May 3, 1993). However, the potential for lead-based paint risk in Clark County is still a concern, especially in older homes that have not been well maintained.

The Washington State Department of Health is just beginning to quantify the problem of lead-based paint and other hazards. In 1993, it conducted a survey of schools and day care facilities in five health districts of the state to measure the level of lead. However, no comprehensive study has been conducted on residential units. In addition, no data exists, either locally or at a state level listing the addresses of housing units in Clark County in which children have been identified as lead poisoned. General conclusions from the school and day care surveys, observations from local environmental health experts, and 1990 Census information will be used, therefore, to estimate the risk of lead-based paint in Clark County.

Preliminary results from the state school and day care survey indicate that buildings and homes (those used for day care purposes) built in the 1920s and 1930s have a very high lead content. All homes that were analyzed which were built during these periods had some levels of lead in the paint, soil, and dust. Home exteriors and kitchens were especially susceptible, since more durable paints, which had higher levels of lead, were used on these surfaces. School buildings built in the 1920s and 1930s had lower levels of lead, primarily because they were generally in better condition and maintained over time. Residential units in poor condition were found to have seven times higher levels of lead than those that were in relatively good condition and had been maintained (Preliminary results, Environmental Health Programs, Washington State Department of Health).

In order to determine the high-risk areas of housing units with lead hazards and poisoning in Clark County, those factors which generally contribute to a potential for lead poisoning were analyzed using 1990 U.S. Census information. From this information, criteria were developed to identify census tracts with the potential for lead poisoning. These criteria are:

- 1. Number of units built before 1949: Census** tracts with the *number* of housing units built before 1949 equal to or greater than 892 units (tract average plus 10 percent).
- 2. Percentage of total county units built before 1949: Census** tracts with the *percentage* of housing units built before 1949 equal to or greater than 22.3 percent of total county units (tract average plus 10 percent).

3. **Percent of households with incomes equal to or below the county family median income:** Census tracts with 60 percent or more of households with incomes equal to or below the county family median income (tract average plus 10 percent).
4. **Units with densities greater than 1.01 persons per room and with or without complete plumbing facilities:** Census tracts with the number of housing units with densities greater than 1.01 persons per room and with or without complete plumbing facilities greater to or equal than 57 units (tract average plus 10 percent).
5. **Children between the ages of zero and eleven years of age:** Census tracts with the number of children between the ages of zero and eleven years of age equal to or greater than 892 children (tract average plus 10 percent).

These five factors were used because of the assumption that there is a greater potential for lead-based paint risk in units that are older, that are located in an area with a high concentration of older units, that have an overcrowded household and the possibility of a lack of plumbing facilities (indicating a potentially substandard condition), and that have a high number of children of the age most likely to come in contact with lead-based paint.

Using these factors, it was determined that a Census tract met the criteria of having a high potential for lead-based paint risks if:

- It had 892 units or more that were built before 1949 **OR** it had 22.3 percent or more of units that were built before 1949;

**AND**

- It met two of the other three criteria described above (numbers 3 through 5).

Based on this method, a total of 14,284 households in Clark County are determined to have a high potential for lead-based paint risk. Table 48 presents the Census tracts with this potential for risk. Map E illustrates the locations of these Census tracts.

**TABLE 48**  
**Clark County Census Tracts with a High Potential**  
**for Lead-Based Paint Hazard Risks**

Census Tract	Location
401	Yacolt
404.02	Battle Ground
415*	Washougal / Camas
417*	Vancouver

418*	Vancouver
423*	Vancouver
426*	Vancouver
427*	Vancouver

Source 1990 U.S. Census Bureau.

Notes: \*Indicates that the Census tract is low/moderate income as defined in Table 14 of the H&CD Plan.

Six of the eight Census tracts with a high potential for lead-based paint risk are also areas with concentrations of low-income households. Five of the eight Census tracts are located in the downtown Vancouver area.

The map displays Clark County, Oregon, with its census tracts outlined. Major roads are represented by solid lines. Areas shaded with a stippled pattern indicate regions with lead paint risks. These shaded areas are primarily located in the northern and eastern portions of the county, including the city of La Center and the area around Ridgefield. Other cities shown include Westland, Battle Ground, Camas, and Washougal. A compass rose in the bottom left corner indicates the cardinal directions: North (N), South (S), East (E), and West (W). A legend in the bottom right corner identifies the symbols: a line for Major Roads, a stippled box for Lead Paint Risks, and an outlined box for Census Tracts.

## **BARRIERS TO AFFORDABLE HOUSING**

As Clark County's population increases, and land use policies and taxes in Oregon encourage more people to choose Clark County as their home, the County will become increasingly attractive to metropolitan and statewide developers. A traditionally rural, blue collar, affordable community, the County stands a chance of becoming a victim of its own success. Land costs are rising as a result of competition for appropriately zoned buildable land. Site development costs are rising as infrastructure is built to keep pace with the development. Local builders are facing competition from metropolitan builders, while upscale housing is increasing its competition for "view" property and driving up the cost of land. Finally, the volume of land use applications to be reviewed has greatly slowed the overburdened government review system. The same influences that have made the Clark County housing market active in the last five years have also constrained the local ability to build a full range of housing types in all price ranges.

Other barriers were identified by participants in an H&CD Plan public meeting held in August 1999. The following is a summary of the information obtained at the meeting.

### **♦ Barriers associated with Landlords/Property Owners**

- Won't accept vouchers
- Fees that are not refunded if application not accepted
- Entry deposits and fees too high
- High rents
- Income requirements too high (2 or 3 times monthly rent)
- Late fees that escalate
- Discrimination because of kids
- Poor quality housing
- Fair housing issues
- Past contact with the Criminal Justice System
- No linkage between the rental management community and the disabled community to provide information concerning availability of accessible units.

### **♦ Barriers related to the Tenants and their ability to locate affordable housing**

- Income too low
- Insufficient number of affordable housing units, especially for 0-30 percent income level
- Lack of housing for large families
- Lack of accessible housing
- VHA Waiting list is too long
- High cost of housing
- Poor credit/ rent history
- Cultural barriers/Immigration stereotypes
- Language skills

- Need help finding a roommate/shared housing situation
- Lack of transitional housing
- Lack of housing for mentally ill and other special needs groups
- No information available regarding the degree of accessibility of units that are available

♦ **Barriers created by the Location of the Housing**

- Affordable units are too far from bus lines
- Affordable units are too far away from jobs
- Unsafe Neighborhoods/Housing project appears unsafe
- Housing needed that is away from major thoroughfares roads and near schools

♦ **Barriers inherent in the Land Use system**

- Zoning that precludes mixed income housing
- NIMBYism re: affordable housing
- Affordable units are being replaced by high-end housing
- Developers face regulations/fees that are barriers to inexpensive housing
- Lack of a policy promoting development of housing for 0-30 percent income level households.

### ***Creating Rental Housing***

Affordability is the primary concern regarding rental housing in Clark County. From the perspective of private sector lenders and developers, given the strong demand for housing in Clark County, it is more profitable to develop "upscale," more expensive housing (Source: Clark County Housing Study, June 1990). In addition, public programs are insufficient to induce private sector participation in the affordable housing market. Since the mid-1980s, the lack of public programs, policies and political agendas have discouraged private developers from participating in the creation of affordable housing units. Below-market lending rates would encourage more private sector participation, as would public/private joint ventures.

In addition to finding affordable housing, significant problems for low-income renters are high up-front costs and the potential for rent increases. Seventy-five percent of renters in Clark County pay more than the 30 percent affordability standard for housing; 63 percent of these renters pay more than 50 percent. In the event of unemployment, even for a short period of time, or a household crisis, these households are threatened with homelessness. Some landlords, needing to assure that they will be paid rent, have created policies requiring a tenant's income to be as much as three times that of the monthly rent, which has the effect of excluding many low-income people from the rental market (Clark County Housing Study, June 1990).

### ***Promoting Opportunities for Homeownership***

As with rental housing, there is little incentive for developers to produce low-cost homes to be sold at fair market value. The strong housing market in Clark County is pushing the median price of homes up and beyond the reach of low and moderate-income households. Even if a low or moderate-income household could afford the monthly mortgage payments of a median-priced home, down payment and closing costs are an additional financial barrier to homeownership. Down payment and closing costs require savings that most low and moderate-income households do not have. Many households have other debts and routine financial commitments, such as car payments, health care payments and day care costs, which may prevent them from qualifying for loans.

The lack of affordable land that is appropriately zoned is a further constraint to building low-cost houses for homeownership. Site costs increase the price of new construction. Assessments and impact fees for services in newly developing areas must also be added to development costs and, ultimately, the price of homes.

### **Alleviating Overcrowding**

The rapid population growth combined with the ability of landlords to command higher rents is reducing the number of large and affordable units. Renters, especially those with households of five or more persons, find it increasingly difficult to locate housing of adequate size within their price range.

Additional large units that are affordable to lower income households, as well as increased amounts of public housing assistance, are needed to help larger families find housing and reduce overcrowding.

Citizen input at the Community Forum held in August of 1999 expressed a great need for housing that provided units large enough to accommodate their large families. At least one third of the attendance at this forum was Russian – all expressing difficulty with obtaining housing large enough to accommodate their family sizes and at an income level they could afford. The Vancouver Housing Authority's Special Populations' Housing Needs Assessment, December 1999, (Figure 8, Page 11), speaks to the large number of respondents (42%) as making reference to needing three to four bedroom housing units. (Report is found in Appendix E – Related Surveys). Many of the attendees at the Forum were respondents to that survey.

### **Meeting the Needs of Underserved Populations**

From a market perspective, there has been no incentive to build housing for underserved populations. Builders have responded to strong market demand for more expensive homes that are generally not affordable to underserved people, many of whom are low-income or on fixed incomes.



New policies in the state of Washington, however, are creating greater incentives to develop more residential-based supportive housing facilities. It is now easier for developers to secure financing for smaller care facilities rather than larger institutions, such as nursing homes. In addition, Washington law now prohibits local government from adopting ordinances preventing the placement of adult family homes in residential areas, resulting in a significant increase of their numbers in Clark County.

Many persons with developmental or physical disabilities are able to live with little or no assistance if their housing unit is designed to allow them independent movement and the ability to perform daily tasks. Larger doorways, wider hallways, lowered countertops, appropriate floor coverings, and easily reachable shelves and electrical switches are just some of the design components needed to allow for more independent living. Housing developers may think these provisions are too costly, may be unaware of the need, or may not know how to design such units. Funding partnerships between the public and private sectors could give builders incentives to create needed housing, as well as provide technical design assistance, and link new and existing accessible housing with those who need it.

**TABLE 49**  
**Priority Needs Summary Table**

PRIORITY HOUSING NEEDS (households)		Priority Need Level High, Medium, Low		Unmet Need	Goals
Renter	Small Related	0-30%	H	1,739	130
		31-50%	H	1,566	110
		51-80%	L	1,112	40
	Large Related	0-30%	H	299	60
		31-50%	H	376	70
		51-80%	M	468	30
	Elderly	0-30%	H	1,010	60
		31-50%	H	784	50
		51-80%	H	376	20
	All Other	0-30%	M	1,049	30
		31-50%	M	1,224	30
		51-80%	L	954	10
Owner		0-30%	H	1,985	80
		31-50%	H	802	60
		51-80%	M	3,058	40
Special Populations		0-80%	H	17,600	60
Total Goals					880
Total 215 Goals					880

**\* This is a revised table**

# COMMUNITY DEVELOPMENT NEEDS

## Identification of Needs

As part of the Clark County 20-Year Comprehensive Growth Management Plan, each incorporated city within Clark County developed its own comprehensive plan that identified the community development needs within its own boundaries. Clark County also prepared a plan for the unincorporated areas of the County.

Citizen input to these plans was extensive. The components of the process included a Technical Advisory Committee comprised of planning staff from the county, eight cities, and special districts; issue-based subcommittees open to all interested parties to provide input on specific issues such as housing and economic development; newsletters to citizens; telephone and mail surveys; workshops; and public hearings.

The following information is an overview of the community development needs identified in the County and the cities' comprehensive plans. The overview is not intended to be a complete or detailed list of needs. Descriptions of specific projects and their associated costs are located in each city's comprehensive plans.

The overview presents information primarily about water, sewer, street, parks, and facilities improvements. It does not focus on other types of community-based projects such as senior centers or health facilities. This is primarily because the Growth Management Planning process did not require that cities or counties include a human service component of their plans, in which planning for such facilities might occur. Due to time and staff constraints, Clark County and local jurisdictions opted not to conduct this type of planning. However, this planning is critical to addressing many of the needs outlined in the H&CD Plan. The County plans to initiate and coordinate this type of planning in future years. This is discussed in further detail in the Strategic Plan in Chapter Four.

Following the overview of community development needs, Table 50 presents a summary of the community development needs for the period 2000-2005 for the county and an estimate of the funds needed to address those needs. When available, cost estimates were taken from the cities' and County comprehensive plans. If no information was available, estimates were developed based on the projected cost of potential projects. Cost estimates are not provided for public services because the Clark County Urban County Policy Board has chosen not to fund public services. A priority rating is also not provided because the County and cities did not prioritize between the needs as they developed their plans.

It must be noted that the cost estimates presented in Table 50 are higher than what the County can expect to receive. While recognizing this limitation, the County must include the Table to comply with the requirements of the H&CD Plan. The numbers are presented only

to provide a general assessment of the County's total community development needs. They are not intended to imply that funds will be received for these purposes.

### **Barriers to Implementation of Plans**

Barriers to implementation of the cities' and County community development plans are related, in large part, to the lack of funding resources. Although this is a challenge faced by most communities nation-wide, it is particularly difficult in Clark County due to a combination of rapid growth, an immediate need for infrastructure, and diminishing federal resources such as CDBG funds to address the needs.

Cities and the County will undoubtedly face difficult decisions in the coming years as to which projects to fund. Unfortunately, with limited resources, projects which promote a sense of community and contribute towards a desirable quality of life, such as recreational activities or community centers, are likely to have a lower priority than other, more immediate concerns, such as water and sewer projects. However, federal, state, and local resources may not be available to implement even these infrastructure plans.

### **Overview of Clark County Community Development Needs**

#### City of Battle Ground

- Street improvements and widening
- Additional wells
- Expansion of wastewater treatment facility
- Park site acquisition and development

#### City of Camas

- Completion of master storm water plan for Fisher Basin area
- Surface street improvements
- Park site acquisition for future development
- Bike lanes
- Sports complex
- Sewer collection system survey and upgrade
- Upgrade of chlorination equipment at filtration plant
- Hiking trail construction
- Sludge treatment and clarifier upgrade
- Swimming pool rehabilitation and cover
- Library remodel
- Telemetry system to monitor city's water system
- Watershed property acquisition
- Acquisition of reservoir site

- Greenway acquisition

### City of La Center

- Road widening and improvements
- Sewer treatment plant expansion
- Drainage basin study
- New Central Park
- New trail

### City of Ridgefield

- Traffic signals
- Street improvements, increased capacity, new alignments
- Drainage improvements
- Park acquisition, developments, and amenities (sport field, play equipment)
- Hiking trails

### City of Washougal

- Additional wells
- Water main extensions
- Two reservoirs
- Booster pump stations
- Wastewater treatment replacement
- General park improvements
- Development of Sandy Swimming Hole
- New parks and development
- Road widening improvements

### City of Woodland

- Diversify and balance the local economy to ensure sustained growth and varied employment opportunities.
- Establish a program and plan of action, which will lead to the removal, or rehabilitation of marginal and substandard housing in the city.
- Establish a program and plan of action, which will lead to the removal, or rehabilitation of marginal and substandard commercial buildings in the city.
- Reduce the malodor generated by the wastewater treatment plant to improve the air quality at the southern entrance to the city.
- Establish well-defined bike routes.
- Upgrade Horseshoe Lake Park.
- Preservation of historic properties.

### City of Vancouver

- Improvements to the sanitary sewer system
- Street improvements, including sidewalks and handicapped ramps, traffic signals school crossings, and traffic circulation studies
- Improvements to the city's water treatment and distribution system
- Law enforcement building and radio system
- Improvements to city parks
- Improvements to Vancouver Public Schools
- Improvements to the storm drainage system
- CTRAN public transportation capacity expansion and capital replacement

### Town of Yacolt

- Improved transit services
- Sidewalks throughout town
- Regional multi-use trails
- Bicycle facility which connects school and commercial areas with regional trail
- Upgrade of water distribution system for certain areas
- Minimization of potential harm to groundwater from septic system discharge
- Playground and picnic equipment in town park
- Drainage improvements

### Clark County

- Regional hiking trails
- Park acquisition and development
- Sports facilities
- Regional storm water facilities
- County-wide drainage basin studies
- Expansion of Salmon Creek treatment plant
- Interceptor system expansion
- Land acquisition and construction of new compost facility
- Well source and conservation projects
- Implementation of the Trails and Bikeway System Plan

Source: City Comprehensive Plans.



**TABLE 50 - Community Development Needs**

<b>PRIORITY COMMUNITY DEVELOPMENT NEEDS</b>	<b>Priority Need Level High, Medium, Low, No Such Need</b>	<b>Estimated Priority Units</b>	<b>Estimated Dollars to Address</b>
<b>PUBLIC FACILITY NEEDS<sup>1</sup></b>			
Neighborhood Facilities	H	10	8,000,000
Parks and/or Recreation Facilities	H	20	29,000,000
Health Facilities	H	5	15,000,000
Parking Facilities	L	1	1,000,000
Solid Waste Disposal Improvements	L	1	8,000,000
Asbestos Removal	L	1	2,000,000
Non-Residential Historic Preservation	L	1	2,000,000
Other Public Facility Needs	L	1	1,000,000
<b>INFRASTRUCTURE</b>			
Water/Sewer Improvements	H	15	55,000,000
Street Improvements	H	30	94,000,000
Sidewalks	H	30	54,000,000
Sewer Improvements	H	15	30,000,000
Flood Drain Improvements	L	2	3,000,000
Other Infrastructure Needs	L	1	1,000,000
<b>PUBLIC SERVICE NEEDS <sup>1</sup></b>			
Handicapped Services	L	3	1,000,000
Transportation Services	L	2	500,000
Substance Abuse Services	H	450	7,000,000
Employment Training	M	100	800,000
Health Services	M	500	2,500,000
Other Public Service Needs	H	500	1,500,000
<b>ANTI-CRIME PROGRAMS<sup>1</sup></b>			
Crime Awareness	L	1	500,000
Other Anti-Crime Programs	L	1	500,000
<b>YOUTH PROGRAMS<sup>1</sup></b>			
Youth Centers	M	5	12,000,000
Child Care Centers	M	5	1,000,000

Youth Services	M	5	10,000,000
Child Care Services	L	2	800,000
Other Youth Programs	L	2	500,000

**TABLE 50 - Community Development Needs  
(Continued)**

<b>SENIOR PROGRAMS<sup>1</sup></b>			
Senior Centers	M	3	4,000,000
Senior Services	M	2	1,000,000
Other Senior Programs	L	1	500,000
<b>ECONOMIC DEVELOPMENT</b>			
Rehab; Publicly- or Privately - Owned Commercial/Industrial	M	8	4,000,000
C/I Infrastructure Development	M	6	5,000,000
Other Commercial/Industrial Improvements	L	1	1,000,000
Micro-Enterprise Assistance	L	1	500,000
ED Technical Assistance	L	1	1,000,000
Other Economic Development	L	1	1,000,000
<b>PLANNING</b>			
Planning	L	5	1,000,000
<b>TOTAL ESTIMATED DOLLARS NEEDED:</b>			355,550,000

<sup>1</sup> The Clark County Urban County Policy Board does not fund activities eligible under the CDBG Public Services category.

## **POVERTY PREVENTION**

The Clark County Department of Community Services and Corrections is comprised of several different programs. Each program is designed to provide services that are accessible, flexible, promote personal freedom, and include all of the community to solve the community's problems. Poverty is an issue that is considered during program design. The County Government works with the schools, businesses, service providers, and people who are in poverty to identify problems and develop programs and strategies that will provide people with the skills and opportunity for self-sufficiency.

To further address the issues related to poverty and homelessness, the County is the sponsor for the Community Action Agency (CAA). The CAA, works with the Clark County and City of Vancouver Consolidated Human Services Fund to distribute dollars for the alleviation of poverty and homelessness. Most recently (1999), the CAA funded over seven new programs

in three priority areas: homeless support, health care and access to services. This agency distributed over \$380,000 during the past year.

In the spring of 2000, the CAA participated in the national network of CAA's to engage their communities in discussion about public policy issues and the effect on low-income and working poor Americans. The local CAA's have been working to create a national policy that supports:

- ◆ Everyone, who can work, should work.
- ◆ Those who do work should earn sufficient income to provide for their family's basic needs.
- ◆ Those who are unable to work or who work but do not earn enough to provide for their families should be assisted by policies and programs to met their basic needs and secure safe and decent housing.

The Clark County CAA sponsored three different community meetings, which attracted approximately 100 people. Discussion included developing proposals around raising the minimum wage, changes in the income tax structure, health insurance and educational opportunities.

In addition, to providing funding for a wide range of direct services, Clark County Department of Community Services most recently received a supported education grant. This grant is used to develop an educational plan that will provide options to disabled or low-income adults to attend school, which will provide them with the opportunity to develop the skills and knowledge for living wage employment.

Clark College provides a variety of opportunities to people who are low income and want to receive an education. During the 1998-1999 fiscal year the Clark College Foundation awarded over 5 million dollars in scholarships. The college offers Adult Basic Education, GED preparation and testing, English as a Second Language, as well as Developmental Education classes. In 1998, 27% of the nearly 12,000 full and part-time students Enrolled in classes in those areas. Non-traditional programs which assist in training those who need to reach economic self-sufficiency include several WorkFirst funded programs which target low-income families. These include free tuition for basic and job skills classes to parents who qualify based on being recipients of TANF (Temporary Assistance to Needy Families/DSHS) or have household income below 175% poverty level. WorkFirst also funds Clark's Pre-Employment Training program, which is intense, short-term, training leading directly to employment. Workplace Basic Skills funded by the Office of Adult Literacy is for those who are working but who need to improve their basic skills. These individuals are typically working at minimum wage jobs. The Displaced Homemakers Program and Worker Retraining are two other special programs which focus on assisting those who's lives are in personal and/or career transition.

With the goal of assisting people who are living in poverty, Clark County hosts various other programs aimed to providing emergency assistance and providing resources to reduce the number of families living in poverty.

Department of Social and Health Services – Provides rent and utilities assistance to approximately 2000 households per year to forestall evictions. Case managers and social workers provide counseling regarding money management and additional support services are available to assist with bill paying.

Additional rental assistance is provided by:

- ◆ Clark County Veterans Assistance Fund
- ◆ Interfaith Treasure House
- ◆ St Vincent de Paul's
- ◆ Cascade AIDS Project
- ◆ YWCA SafeChoice Program
- ◆ Clark County Department of Community Services and Corrections, Energy Assistance and Weatherization Program
- ◆ Legacy of Life
- ◆ North County Community Food Bank
- ◆ Columbia River Mental Health Services

Clark County is aware that alleviating poverty involves more than providing homeless shelters, rental assistance and food banks. One key to a self-sustaining community is job and business development. The Clark County community is involved in many different projects to develop options for employment and job training. Including special programs and projects involving tax advantages and incentives for businesses. Below is a brief description of some of the available projects:

“ **Vancouver Housing Authority Move to Work Program** – is intended to promote resident self-sufficiency by redirecting VHA resources to provide more direct and beneficial services to low-income families participating in the public housing and Section 8 programs. The objective of the program is to assist participants in their move to employment into the private rental market or to homeownership.

“ **Workforce Development Council** – Provide job-training activities, employment and wage progression skills to low-income persons, dislocated workers and other needing assistance in gaining and retaining employment.

“ **WorkFirst Program** administered by the Washington State Employment Security Department. This program not only provides support and training while encouraging long-term welfare recipients to go to work, but also allows a federal income tax credit to employers that hire these people.

“ **Opportunity Tax Credit** is a federal income tax credit that is designed to encourage employers to hire people for eight targeted groups.

- “ **International Service Zone Tax Credit** administered by the City of Vancouver provides a credit to the business and occupational taxes for any for each new employee hired by a new international business.
  
- “ **High Technology Sales/Use Tax Referral & Exemption** is a credit for sales and use tax for any new research and development or pilot scale manufacturing operations in the technology area.
  
- “ **High Technology Business and Occupational Tax Credit** is a tax credit of up to \$2 million is allowed for business that perform research and development in specific high technology categories.
  
- “ **Distressed Area Deferral Exemption** is a credit for sales and use tax for any manufacturer who builds or remodels a facility in an area adjacent to a distressed area.
  
- “ **Warehouse and Grain Elevator Operations Tax Exemptions**, a sales tax credit available for warehouses over 200,000 sq. ft.
  
- “ **Washington State Job Skills Program** is a grant available for customized quick-start training projects.
  
- “ **Sales/Use Tax Exemption on Machinery & Equipment** allows that Manufactures and processors are not required to pay sales or use taxes on new machinery and equipment directly used in a manufacturing operation.
  
- “ **Community Economic Revitalization Board Funding** is a Washington State fund to finance local public infrastructure improvements required facilitating private sector development.
  
- “ **Industrial Development Revenue Bonds** is a tax-exempt bond financing for industrial facilities.
  
- “ **Community Development Finance Program** is a Washington State program to assist business and industry in securing long-term expansion loans.